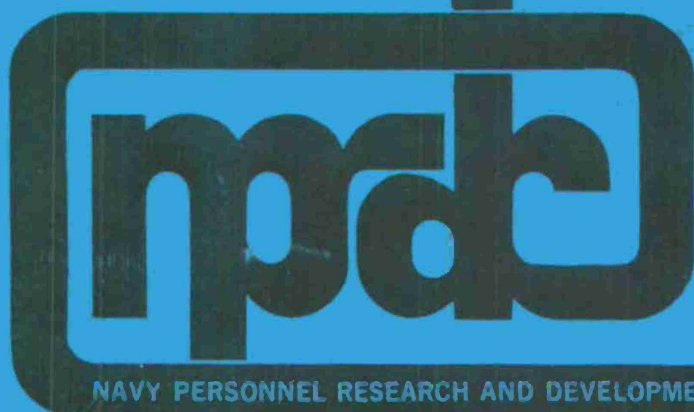


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NAVY MANPOWER PLANNING AND PROGRAMMING: BASIS FOR SYSTEMS EXAMINATION

David A. Wedding
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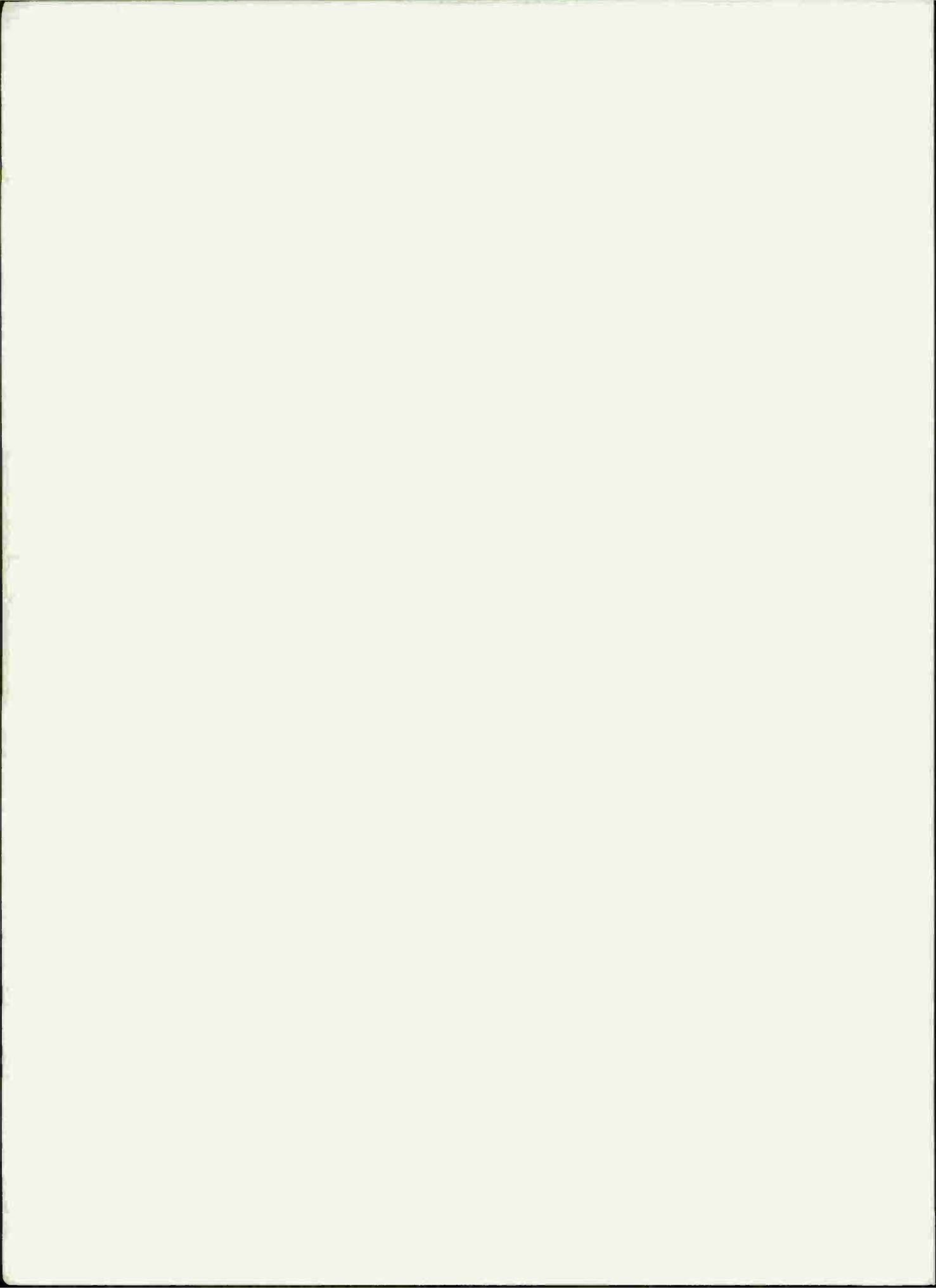
**NAVY MANPOWER PLANNING AND PROGRAMMING:
BASIS FOR SYSTEMS EXAMINATION**

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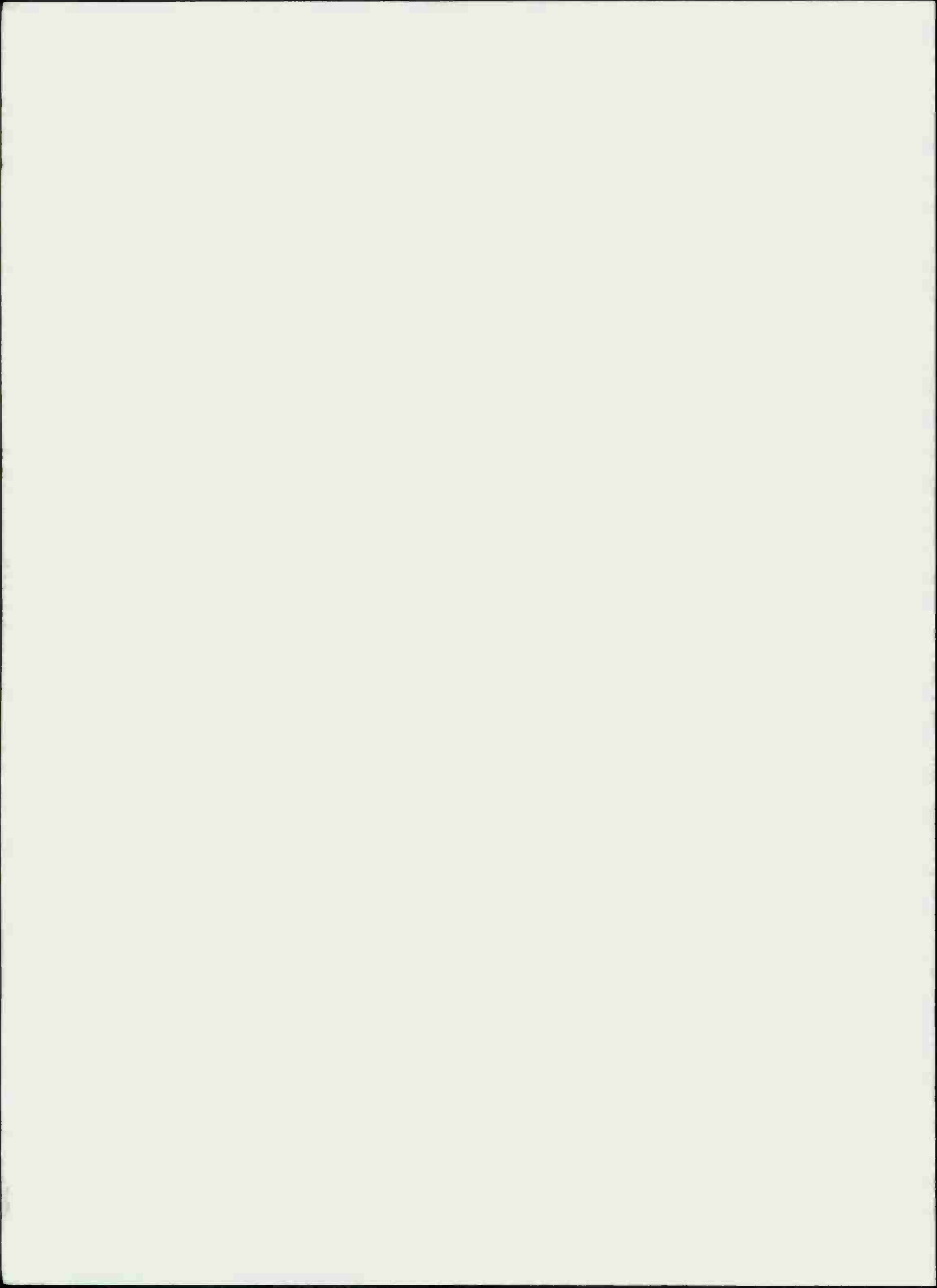
FOREWORD

Advanced development covered in this report is in support of a Manpower Requirements and Resources Control System (MARRCS), which is being developed as a subproject under Technical Development Plan P43-07X, Manpower Management Effectiveness. The overall objective of MARRCS is to test and evaluate technologies directed toward improved manpower resources management. Phase I of MARRCS involves an analysis of the existing Navy manpower planning and programming processes to establish a basis for improving current systems and directing future systems development.

This report is a compilation of information about the Navy's manpower planning and programming processes at the onset of the MARRCS project. (June 1974-February 1975). It attempts to put into perspective the functional and organizational elements in manpower planning and programming, their interlocking relationships, and the structure of the system employed in determining manpower requirements. The work was conducted under the direction of Mr. Elmer S. Hutchins, Jr., Phase I Project Director. Overall guidance was provided by Dr. Richard C. Sorenson, Associate Director for Management Systems Research and Development.

Acknowledgment is due Mr. Paul Conway for developing a MARRCS working paper, upon which the "Overview of the PPBS and the POM cycle for FY 75" was based. Appreciation is expressed to members of the Deputy Chief of Naval Operations (Manpower) Staff, who assisted in assembling the information files for Navy Program Objectives Memorandum-75 (POM-75). Special acknowledgment is due to staff members of OP-121, Manpower Analysis and Systems Development Branch, for furnishing guidance and information essential to the presentation of selected information in this study. Additionally, the Planning, Programming, and Budgeting System Seminar, sponsored and conducted by staff members of OP-090, Navy Program Planning Office, proved invaluable in describing and displaying the Manpower Planning and Programming structure.

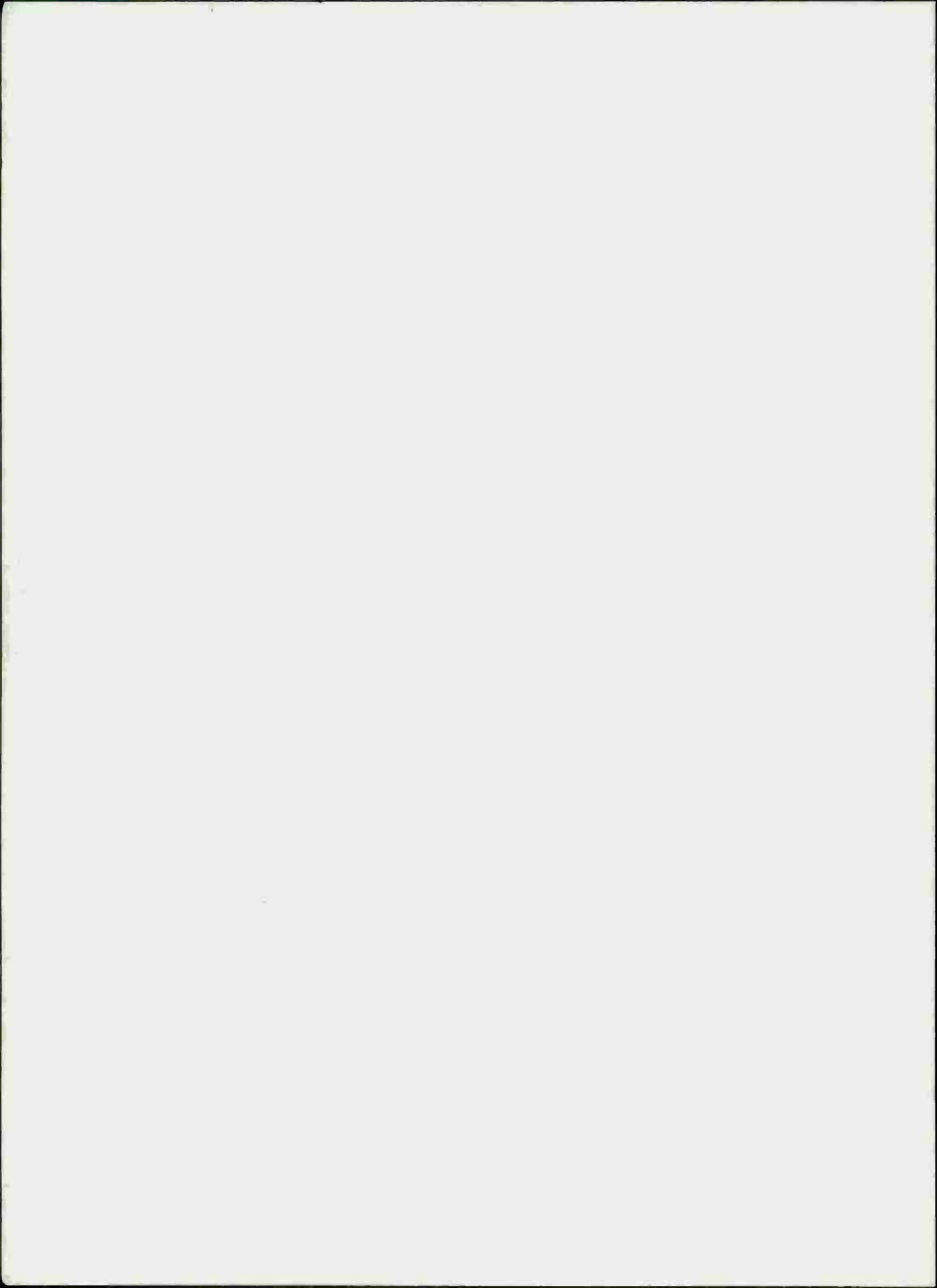
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SUMMARY

PROBLEM

Previous systems definition studies in the area of Navy manpower planning have attempted to define the existing manpower management processes of the Navy. While these studies represent significant contributions to the concept of a "Total Manpower Planning System," they do not provide the necessary detailed identification and description of the systems and subsystems that are embedded in the Navy's current manpower/personnel planning operations.

OBJECTIVE

The broad objective of Phase I of the Manpower Requirements and Resources Control System (MARRCS) has been to accomplish a detailed systems analysis of the Navy's overall manpower planning function. In order to perform this systems analysis in an orderly manner, with minimum disruption of the day-to-day work of individuals engaged in the actual planning and decision-making processes, it was necessary to develop a "road map" reflecting the overall structure of these functions. This road map or point of reference had to be broad in scope and reflect the essential features of DoD's Planning, Programming and Budgeting System (PPBS) and the Navy's participation in this system through its own inter-related planning, programming, and budgeting processes. The purpose of the material compiled in this report was to serve as such a road map.

APPROACH

Development of a manpower planning structure based on communication flows in sequential planning and programming events, points of initiation and impact, as well as the resultant documentation within the PPBS, was undertaken as the initial step in this study. Secondly, the identification of the participants and management structure of the PPB process was attempted. These two efforts were designed to provide a description of the various actions generated by the formal system, as well as the Navy management structure that coordinates the required responses within the system.

RESULTS

A description of the various actions required by the PPB process resulted in the development of an overview of the formal PPBS and a characterization of the Program Objective Memorandum (POM) processes. The overview depicts the Navy's planning system in relationship to DoD's PPBS and provides an appreciation of the impact of these events with respect to time phasing and specialized documents for which manpower constituted an input. The description of these processes is based on the state of the system at a single period of time - late FY-1974 and early FY-1975.

The POM is characterized as a formal programming subsystem prescribed by DoD which must reflect, for each military service and the Joint Chiefs of Staff, the recommended

allocation of total resources, including manpower, over a 5-year range. As such, the POM reflects complex planning decisions and detailed programming of resources to implement these decisions.

A basic understanding of the Navy management structure was another step in the development of the information base. An outline of the organizational structure of the PPBS provides clarification of the broad responsibility echelons within the structure, the manpower requirements development flow, the mission and organization of the Chief of Naval Operations, the definition of sponsors, and the POM development structure by Major Mission and Support Category Sponsors.

The material presented in this report represents the initial store of information assembled as part of the systems analysis of the existing manpower planning and decision processes in the Navy. As with most reports/studies of this nature, it will soon be outdated because of the dynamic character of management systems. However, it can serve in the near term as a source of reference for individuals who need an understanding of the Navy manpower planning processes.

The primary objective of this study was accomplished in that it established a baseline for use in future analyses of the Navy's manpower planning system.

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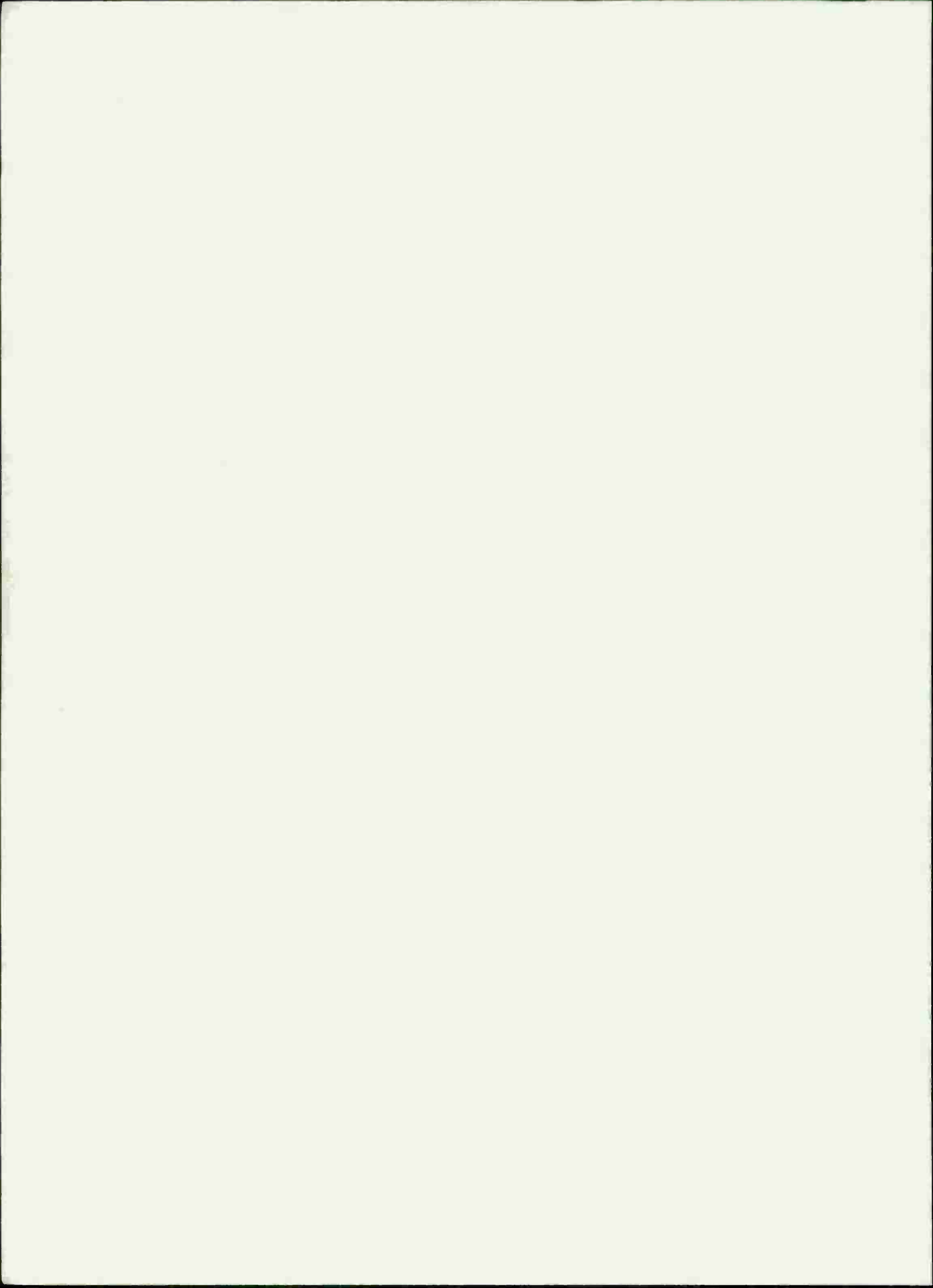
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INTRODUCTION

PROBLEM

Previous systems definition studies in the area of manpower planning have attempted to define the existing manpower/personnel processes of the Navy. While these studies represent significant contributions to the concept of a "Total Manpower Planning System," they do not provide a detailed identification and description of the systems, subsystems, and lesser processes that are embedded in the Navy's manpower/personnel planning operations. Additionally, prior to this study, no single document was available that described the interlocking relationships between the formal Department of Defense Planning, Programming, and Budgeting System (PPBS), the Navy Planning and Programming System, and the organizational components and elements responsible for accomplishment of the planning and programming processes dictated by the formal system.

OBJECTIVE

The broad objective of Phase I of the Manpower Requirements and Resources Control System (MARRCS) Project has been to accomplish a detailed systems analysis of the Navy's overall manpower planning function. To perform this systems analysis in an orderly manner with a minimum disruption of the day-to-day work of individuals engaged in the actual planning and decision-making processes, it was necessary to develop a "road map" reflecting the overall structure of these functions. This road map or point of reference had to be broad in scope and reflect the essential features of DoD's Planning, Programming and Budgeting System (PPBS) and the Navy's participation in this system through its own inter-related planning, programming, and budgeting processes. The purpose of the material compiled in this report was to serve as such a road map.

BACKGROUND

In FY 73 an advanced development project was carried out to determine the computer modelling base upon which current manpower planning is being conducted. One finding of this study (Hutchins, et al, 1973) was that there appeared to be redundant and overlapping computer models in the manpower/personnel area. Further, it appeared that a serious communications gap was inhibiting the flow of information and ideas. Based on the results of this study, the designers of the Navy Manpower Planning System (NAMPS) realized that, while the conceptual system was highly desirable and feasible, a detailed exposition of the current planning system would be a requisite to further expansion and integration of a modelling baseline.

Phase I of Project MARRCS was designed to examine the management of current manpower planning at the CNO/claimant levels of the Navy. The material presented in this report represents the initial store of information assembled as part of a systems analysis of manpower planning and decision processes.

Clarification of the PPBS documentation structure, and the Navy's management organizational structure which interacts with the PPBS system, was viewed as an essential step in establishing a starting point for analysis. Information thus assembled provided the

basis for entry through the maze of interacting offices within the CNO organization. The focus was on those offices/elements whose operation influenced the manpower/personnel variable within the Planning and Programming System. This outline of the organizational structure is the framework through which interactions of system participants are identified and traced.

APPROACH

GENERAL

A dual approach to the development of baseline information was undertaken. First, a flow structure of the communications within the formal system was developed in terms of the sequential occurrence of major events, the points of initiation, and the impact of the events, together with the resultant documentation. Second, the identification of the participants in the organizations responsive to the PPB processes was undertaken. The two efforts were designed to provide a description of the various actions required by the PPB process and the Navy management structure that coordinates the required responses within the system.

This approach offers a means of (1) tracing the PPB flow across 3 fiscal years in order to depict the simultaneous occurrence of events in three different PPB cycles, and (2) depicting the management structure in terms of mission and functional responsibilities rather than sequential interface with the PPB cycles in progress.

The formal structure of the PPB System dictates a relatively rigid flow of information through the planning, programming, and budgeting cycles. Although the formats, content, and processing methods of information exchange vary somewhat from fiscal year to fiscal year, the developmental sequence remains constant. Thus, a snapshot of the PPBS can be constructed with any given fiscal year as the central point of departure. The FY 75 Program Objectives Memorandum (POM) development cycle, which occurred in FY 73, was chosen as the central point of departure in this investigation. The sequential flow of events and documentation of the FY 75 POM development was utilized to depict the formal PPB process and to identify the major participants and interface points of the total system.

The organizational structure of the CNO and the various PPB sponsorship roles assigned to the elements of the CNO organization in the POM development cycle are utilized to explain the interacting network of responsibilities prescribed by the PPB structure.

MANPOWER AND THE SYSTEM

OVERVIEW OF THE FORMAL PPBS

A preliminary examination of various directives and documents pertaining to the Navy's overall planning system indicated that decisions involving manpower as a resource occur most frequently during the POM development phase. Additional examination of correspondence and directives indicates that the POM is an end product of a Navy planning cycle which is itself related to DoD's PPBS. To understand the impact of the interaction between Navy planning and the PPBS, two tasks were undertaken.

The first was to depict the Navy's planning system in relationship to DoD's PPBS, at least through the POM cycle, to provide an appreciation of the impact of PPBS events on the Navy's planning, the time phasing associated with the events, and the specific documents for which manpower constituted an input. As work under this first task progressed, three planning systems were shown to be interrelated: (1) DoD's PPBS, (2) the Joint Chiefs of Staff (JCS) planning system, and (3) the Navy's planning system. The depiction of interaction between the three planning systems was then included in the task to provide as broad a planning backdrop as feasible.

The second task was that of setting forth the events, decisions, and time phasing associated with development of the Navy's POM. The POM, cited previously as an end product of the Navy planning system, is a documentation requirement prescribed by the Secretary of Defense (SECDEF) which must reflect, for each military service and the JCS, the recommended allocation of total resources (including manpower) over a 5-year range. As such, the POM reflects complex planning decisions and the detailed programming of resources to implement the decisions.

A thorough understanding of the development process for the POM is prerequisite for analysis of the Navy manpower planning and decision-making processes. The task of portraying the POM development cycle required the acquisition of extensive correspondence on the subject and meetings and briefings with many individuals involved in the POM development process.

ORGANIZATIONAL ASPECTS OF THE PPBS

A basic understanding of the Navy management structure was necessary to describe the various actions required by the PPBS process and the management coordination employed to meet the PPBS requirements. The Department of the Navy Programming Manual, Office of the Chief of Naval Operations Organization Manual, and other relevant documentation were utilized in developing this description.

The following elements of the Navy's PPBS management structure were considered: (1) the broad responsibility echelons within the PPBS, (2) the manpower requirements development flow, (3) the mission and organization of CNO, (4) the definition of sponsors, and (5) the POM development structure by Major Mission and Support Category Sponsors. Each of these areas are discussed in later sections of the report.

OVERVIEW OF THE PLANNING, PROGRAMMING, AND BUDGETING SYSTEM AND THE PROGRAM OBJECTIVE MEMORANDUM CYCLE FOR FY 75

SYSTEM SCENARIO

The military planning, programming, and budgeting process consists of gathering intelligence information through appropriate national and individual service agencies, appraising the threat to the Nation as deduced from the intelligence, and then developing the strategy necessary to meet the threat. Force levels in support of the strategy are generated from various alternatives considered and the attainment of the force levels normally occurs over a time span of several years through the process of programming weapons systems, manpower, and support. Budgeting of annual allocations of dollars is required to acquire men and materials to carry out the many specific programs called for by the force levels.

The general process by which planning, programming, and budgeting are accomplished involves the timely initiation of long-range strategic studies, the development of long-range guidance and long-range research and development objectives, as well as the establishment of mid-range objectives and maintenance of short-range capabilities. Interactions required between SECDEF, JCS, and the Navy Department within the context of the PPBS are reflected in the following paragraphs. An attempt has been made to portray the general operation of the PPBS through the POM cycle with specific emphasis on events, interactions, decision levels, time intervals, etc., associated with development and preparation of the Navy's POM-75.

PLANNING

The planning phase of the PPBS is accomplished primarily within the environs of the JCS. No responsibility has been assigned to civilian executives of the individual military departments in this phase of the PPBS. The considerations and decisions of the JCS with respect to the evaluation of threat deduced from intelligence sources, the strategy proposed for meeting the threat, and the military forces objectives to carry out the strategy are recorded in various documents of the Joint Strategic Planning System. The individual documents and their time-period relationship to each other are presented in Figure 1.

JOINT STRATEGIC PLANNING SYSTEM

Within the JCS and the military departments, planning begins with the Joint Intelligence Estimate for Planning (JIEP). Published in three volumes, one each for the long-, mid-, and short-range periods, the JIEP constitutes the intelligence basis for all other documents developed within the Joint Strategic Planning System.

Volume I of the JIEP, published in December each year, forms the intelligence basis for the Joint Long-range Strategic Study (JLRSS) and the long-range period of the Joint Research and Development Objectives Document (JRDOD). Volume II of the JIEP, published in March of each year, forms the intelligence basis for the Joint Strategic Objectives Plan (JSOP), Joint Force Memorandum (JFM), and the mid-range period of the Joint Research and Development Objectives Document (JRDOD). Volume III, published in October of each year, forms the intelligence basis for the Joint Strategic Capabilities Plan (JSCP).

PORTION OF DOCUMENT	PUBLICATION TARGET DATE ¹	SHORT-RANGE PERIOD ¹	MID-RANGE PERIOD ¹	LONG-RANGE PERIOD ¹
		FY 74	75 76 77 78 79 80 81 82	83 84 85 86 87 88 89 90 91 92
JIEP Vol. I	1 Dec 71	JIEP Vol. III FY 74	JIEP Vol. II FY 74-82	JIEP Vol. I FY 83-92
Vol. II	1 Mar 72			
Vol. III	1 Oct 72			
JLRSS Entire Study	1 Apr 72			JLRSS FY 83-92
JSOP Vol. I	1 July 72		JSOP FY 75-82	
Vol. II	23 Dec 72			
JSCP Vol. I and II	31 Jan 73	JSCP FY 74		
JRDOD Entire Document	15 Jan 73		JRDOD FY 75 - 92	

¹In subsequent planning cycle years, the publication target dates shown and the fiscal years in the short-, mid-, and long-range periods should be advanced one year each year.

(Format from Department of the Navy Programming Manual)

Figure 1. Joint Strategic Planning System plans and documents for the FY 1972-1973 planning cycle.

The Joint Long-range Strategic Study (JLRSS), which views the military power of the U.S. in terms of its role 10 to 20 years in the future, is prepared by the Joint Staff of the JCS but includes inputs made by each of the military services. The JLRSS is published biannually and distributed to the military services, SECDEF, the Department of State, and others. Included in the JLRSS are the strategic implications of various factors (political, technological, socioeconomic, etc.) which are expected to influence our world environment over several years. The importance of military force in the implementation of national policy is also included as well as the capabilities that the U.S. Armed Forces should have to carry out their responsibilities in the long-range interval.

The Navy input to the JLRSS flows from the Navy Strategic Study (NSS), a basic guidance document for Navy long- and mid-range planning. The NSS is one of the documents in the Navy and Marine Corps planning system. The Marine Corps Long-range Plan (MLRP) and the NSS support the JLRSS. Additional documentation within the scope of the Navy and Marine Corps planning system is displayed in Figure 2.

The NSS is issued annually on 1 January with two annexes and covers the time period 5 to 20 years in the future from the end of the current fiscal year. Annex A to the NSS is the Navy Mid-range Guidance (NMRG) and projects qualitative force and research and development guidance for a 5-year interval beginning 1 July, 5 years after the end of the fiscal in which it is approved. The NMRG combined with the basic NSS constitutes a source for Navy input to the Joint Strategic Objective Plan (JSOP) and the mid-range strategic guidance used in the evaluation of the Navy's Long-range Guidelines (LRG).

Annex B to the NSS constitutes the Navy Long-range Guidance (NLRG) and includes long-range research and development guidance for a 10-year interval beginning

	PUBLICATION UPDATE TARGET DATE ¹	SHORT-RANGE PERIOD ¹	MID-RANGE PERIOD ¹										LONG-RANGE PERIOD ¹									
PLAN/STUDY		FY 74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92		
<u>Navy</u> Navy Strategic Study (NSS Annex A Annex B)	Jan 73																					
Long-range Guidelines (LRG)																						
Navy Capabilities Plan (NCP)	Continuous	NCP																				
Navy Support Plan & Mobiliza- tion (NS&M)	Continuous	NS&MP																				
Marine Corps																						
Marine Corps Long-range Plan (MLRP)	Review/Revise Every (5 yrs) + Annual Review																					
Marine Corps Mid-range Obj. Plan (MMROP)	Oct/Nov																					
Marine Corps Capabilities Plan	Continuous	MCP																				

¹In subsequent planning cycle years, the publication target dates shown and the fiscal years in the short-, mid-, and long-range periods should be advanced one year each year.
(Format from Department of the Navy Programming Manual)

Figure 2. Navy and Marine Corps planning system (plans and documents) for the FY 1972-1973 planning cycle.

1 July, 10 years after the end of the fiscal year in which approved. As the primary source for the Navy's input to the JLRSS and the JRDOD, the NLRG provides a broad backdrop for mid-range planning. Combined with the basic NSS, the NLRG yields long-range strategic guidance for use in developing the LRG.

JOINT MID-RANGE PLANNING

Within the context of the annual PPBS cycle, planning begins with the submission each year, on 1 July, of JSOP, Volume I, Strategy and Force Planning Guidance, to the Secretary of Defense by the JCS. The role of the JSOP is to advise the President, the National Security Council, and the SECDEF on the military strategy and force structure requirements for achieving the U.S. national security objective and to furnish planning guidance to the Chiefs of the individual military services and to the Unified and Specified Commands.

The JSOP includes the military strategy, mid-range military requirements, and objective force levels as developed by the JCS. In developing the JSOP, the JCS consider recommended inputs received from the Chiefs of the military services and the Commanders of the Unified and Specified Commands. Figure 3 displays the time-phasing on the planning and programming documents of the PPBS as well as the interaction between the Navy planning systems and related phases of the PPBS.

Volume I of the JSOP is divided into two parts: Part I, Military Strategy, and Part II, Force Planning Guidance. A statement of the national security objective and the military objectives developed from it are contained in Part I. Included also are military appraisals and strategic concepts on both a worldwide and a regional basis. JCS guidance to Commanders of the Unified and Specified Commands and the military services is presented in Part II of JSOP, Volume I, and is intended to serve as a link between the strategic concepts and the planning judgments necessary to developing Volume II. Also included in Part II are concepts for employment and support of military forces which serve as a basis for the analyses and approaches set forth in JSOP, Volume II.

The military forces considered reasonably attainable by the JCS in order to support the military strategy set forth in JSOP, Volume I, as modified by SECDEF in the Strategic Guidance Memorandum (SGM), are presented in JSOP, Volume II. The force figures (estimates) used by JCS are not constrained fiscally.

SECDEF, as part of his review of JSOP, Volume I, issues tentative guidance on strategy for comment by the JCS. The tentative guidance is issued around the latter part of October each year. Subsequent to receipt and review of the comments made by JCS, SECDEF issues his firmed-up guidance in the annual Strategic Guidance Memorandum, normally about 1 November. The SGM reflects any changes made in national security objectives or commitments, as communicated by the President, after publication of JSOP, Volume I. SECDEF forwards the SGM to the JCS, the military departments and defense agencies. Coupled with JSOP, Volume I, the SGM provides the strategic setting for the planning, programming, and budgeting decisions to be made for the program year plus 4 succeeding years.

To provide for continuing modernization of forces and the assimilation of new weapons while extending the life of older systems, the Navy planning system provides Long-range Guidelines (LRG) which convert the conceptual base of the NSS into combined quantitative/qualitative planning of forces for the 11th year in the future (2 years beyond the JSOP). The immediate objective of the LRG is to focus Navy study and research effort on specific areas of long-term promise, leading, hopefully, to (1) prudent and timely re-orientation of research and development, (2) the early operational introduction of new platforms or systems requiring a minimum of further development, and (3) a decrease in buying potentially obsolescent military forces. The forces projected in the LRG are limited by physical, technical, resource, and policy constraints assumed in the environment projected for the 11th year ahead. The restraints are not those derived from limitations in current funding or manning but, rather, those that might be expected from normal growth of the nation over the total years covered by the LRG. Force concepts and goals reflected in the LRG are not restricted by those reflected as Navy position in the JSOP or the POM (discussed later in the text). The LRG force goals are updated annually and are intended to provide guidance for pacing early-term procurement in those areas already programmed rather than being directive as to JSOP, JFM or POM forces.

The Marine Corps, through the Mid-range Objectives Plan (MMROP), projects objectives and requirements for accomplishing missions over a 10-year period. The MMROP also provides a base for inputs to the JSOP and other planning and programming needs of the PPBS process.

The broad strategic guidance pertaining to operational requirements of the JLRSS and the objective force levels of the JSOP are translated into R&D objectives via the Joint Research and Development Objectives Document (JRDOD). The JRDOD is used by SECDEF as an assist in developing the DoD Research and Development Program. The JRDOD uses intelligence information developed in JIEP, Volumes I and II, as well as available national intelligence sources. The contents of the JRDOD include R&D objectives responsive to the JSOP force recommendations, as well as R&D objectives necessary to attain the role indicated for the forces in the long-range interval prescribed by the JLRSS. The relative importance of the R&D objectives essential to support the JSOP mid-range strategy and objectives is indicated. The relative importance of R&D objectives in support of Commanders of the Unified and Specified Commands and in support of the National Command Authorities is also noted. The JRDOD is usually published by 15 January each year following approval by the JCS.

JOINT SHORT-RANGE PLANNING

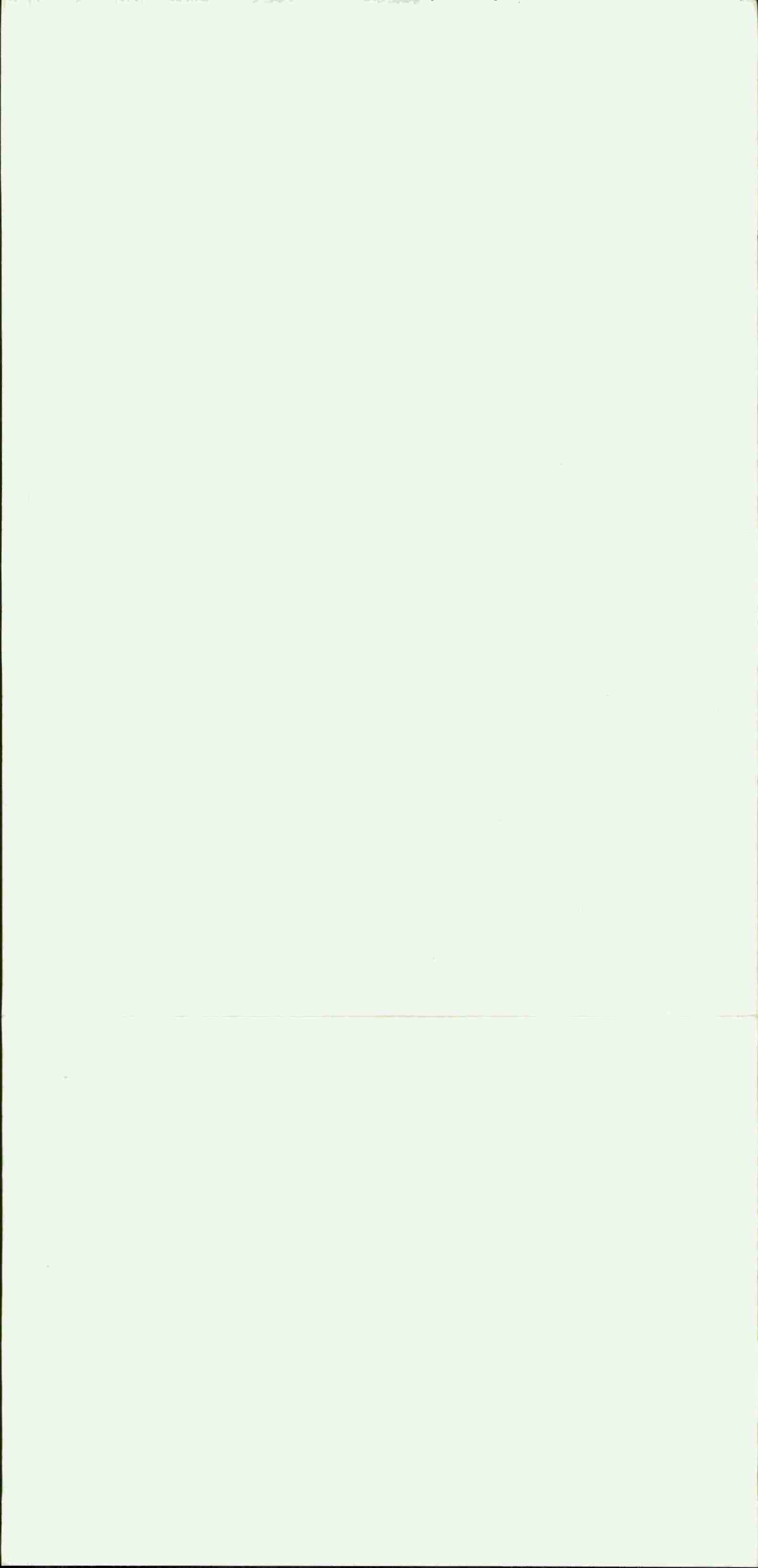
Moving from the mid-range planning arena to the short-range stage, guidance is provided via the Joint Strategic Capabilities Plan (JSCP) for the accomplishment of military tasks, based on projected military capabilities and conditions. The guidance is provided to the Commanders of Unified and Specified Commands and to the Chiefs of the military services based on projected available forces, Volume III of the JIEP and national intelligence, plus Volume I of the JSOP, as modified by the SGM. The JSCP is published in two volumes: Volume I — Concept, Tasks, and Planning Guidance; and Volume II — Forces, plus the annexes.

The Navy and Marine Corps planning system supports the JSCP through the respective Navy capabilities Plan (NCP) and the Marine Corps Capabilities Plan (MCP).

The NCP provides guidance for mobilizing, organizing, training, and equipping ready naval forces for quick and sustained combat. Further, the NCP provides guidance for planning by Commanders of Unified and Specified Commands and their Naval component commanders for the employment of assigned naval forces. Guidance and direction for the administration and support of the latter forces are also included.

The MCP provides guidance pertaining to Fleet Marine Forces and Organized Marine Corps Reserve (OMCR) units.

In the event that the Department of the Navy should undergo mobilization, the phased expansion of the Department would be supported logistically in accordance with the Navy Support and Mobilization Plan (NS&MP). The NS&MP supports the NCP and the JSCP by presenting the logistic capabilities of the Navy for the current fiscal year and 8 succeeding fiscal years under varying conditions of warfare. Manpower, facilities, material, and R&D needs are identified. The NS&MP includes three separately bound supplements: The Mobilization Manpower Allocation/Requirements Plan (M-MARP), the Civilian Mobilization Manpower Allocation/Requirements Plan (CIV-M-MARP), and the Mobilization Construction Plan (MOBCON).



PROGRAMMING

The main purpose of the programming phase of PPBS is to have each military service and defense agency take the approved concepts and objectives as expressed in their respective formal planning documents and translate them into a meaningful structure of time-phased resource requirements which include manpower, monies, and material. A set of prescribed approval procedures to accomplish the task exists. The procedures yield the financial and manpower resources costs of force objectives 5 years ahead while simultaneously displaying forces for an additional 3 years.

Early in the calendar year, SECDEF issues his Tentative Fiscal Guidance (TFG) for each of the 5 program years which are to be included in the Five Year Defense Programs of the military services and defense agencies. The guidance defines the total financial constraints within which force structures will be developed and reviewed. Fiscal guidance is forwarded to the JCS, military services, and defense agencies for comment. Thus, the Chairman, JCS, secretaries of military departments, and directors of defense agencies have an opportunity (approximately 3 weeks) to state their reactions to the tentative fiscal guidance in terms of impact on major mission and support categories.

SECDEF reviews the comments on the TFG, reviews JSOP Vol. II and JRDOD, and then issues his firm Fiscal Guidance Memorandum (FGM), normally in mid-February each year. The guidance is used by the services and defense agencies in generating their respective Program Objectives Memoranda (POMs) and by the JCS in the preparation of the Joint Force Memorandum (JFM).

The JFM is derived from submissions by the military services and is developed within the constraints imposed by the FGM. The JFM displays the program costs and associated manpower requirements for each service. Major force and force-related issues which require decisions during the current year are discussed in the document. Since inputs to the JFM are due approximately 4 weeks (mid-April) prior to due date (mid-May) for CNO/CMC inputs to Navy POM for SECNAV approval, the same information with respect to forces and programs may be used by CNO and CMC as inputs for both documents.

The POM is the document in which each military department and defense agency recommends and describes annually its total resource and program objectives. The latter are fiscally constrained but in order for each service to develop balanced programs, flexibility is provided by means of a provision to reallocate funds between major mission and support categories, barring specific instructions to the contrary in SECDEF's FGM.

SECDEF reviews the JFM and the POMs and, based on this review, issues Program Decision Memoranda (PDMs). The latter reflect the mission and support categories identified in the FGM. Concurrently, Major Force Issues identified in the JFM are reviewed by the service Chiefs, Secretaries, and SECDEF. Major Force Issue decisions are the result. Most of the major decisions, therefore, should be completed in time for the preparation of the annual budget submission due 30 September. The normal budget review and Program Budget Decisions (PBDs) then take place, with completion of the cycle occurring when SECDEF's input to the President's budget is made in early January.

DEVELOPMENT OF THE NAVY POM

Within the Department of the Navy, procedures have been established to facilitate processing of the required response to SECDEF's TFGM and to provide for the development, preparation, and submission of the Navy's POM. A time period of 21 days subsequent to receipt of the TFG is used to define and control the actions required to produce a SECNAV

response to the TFGM. Coordination of comments and the drafting of the response is achieved through a working group established under a Primary Action Officer (PAO) who is the Director, Department of the Navy Program Information Center (DONPIC). The PAO designates the Working Group Director (WGD) who acts as the PAO's representative in the processing of the TFG response. The Working Group consists of:

- Working Group Director (WGD) (Member of DONPIC)
- Major Mission and Support Sponsors
- CNO Representative
- CMC Representative
- Office of Program Appraisal Representative
- Others — as required

The composition of the Working Group insures that the response to the TFG considers: (1) the positions of the Major Mission and Support Sponsors on their respective programs, (2) CNO's position as a member of the JCS, (3) CMC's position on matters of interest to the Marine Corps, (4) CNM's position on adjustments in programs from a technical and production standpoint as well as on attaining balance of resources among acquisition, construction, operations and maintenance programs, and (5) SECNAV's policy guidance.

Actions to be completed within 21-day interval for preparation of reply to TFGM are shown below.

<u>Action</u>	<u>Time after receipt of TFG</u>
Major Mission and Support Sponsors submit point/impact/risk papers	+ 10 days
CNO/CMC receive proposed Department of Navy response	+ 14 days
CNO/CMC chop response	+ 16 days
SECNAV receives proposed response	+ 16 days
SECNAV response delivered in OSD	+ 21 days

As mentioned previously, the POM is the document in which each military department and defense agency incorporates its annual recommendations to SECDEF on resource and program objectives. The POM, therefore, contains SECNAV's annual recommendations for the application of the Department of the Navy's resources as allowable within the constraints of SECDEF's FGM. The FGM reflects SECDEF's firm fiscal guidance after his review of services' response to TFGM. The SECNAV recommended application includes all assigned Navy functions and responsibilities within the Five Year Defense Program (FYDP). The POM, as well as being the vehicle for implementation of programming under fiscal constraints, is also the primary medium for requesting revision to SECDEF approved programs as reflected in the FYDP. A new start program must compete successfully with other new start programs for inclusion in the POM if it is to have resources assigned to it.

The POM usually observes the boundaries of the planning information contained in JSOP, Vol. II, and the JFM. Differences between Navy input to the JFM and the recommendations in the POM must be addressed and justified in the POM.

The structure of the Navy POM is by Major Navy Mission and Support Categories and special program aggregations as specified in the FGM. Except for the FGM requirements, organization of the POM is not prescribed. Supporting detail for programs proposed within Major Mission and Support Categories is prepared in Program Element (PE) terms. Procurement programs, other than major weapons systems, may be presented as procurement listings within the framework of Major Mission and Support Categories.

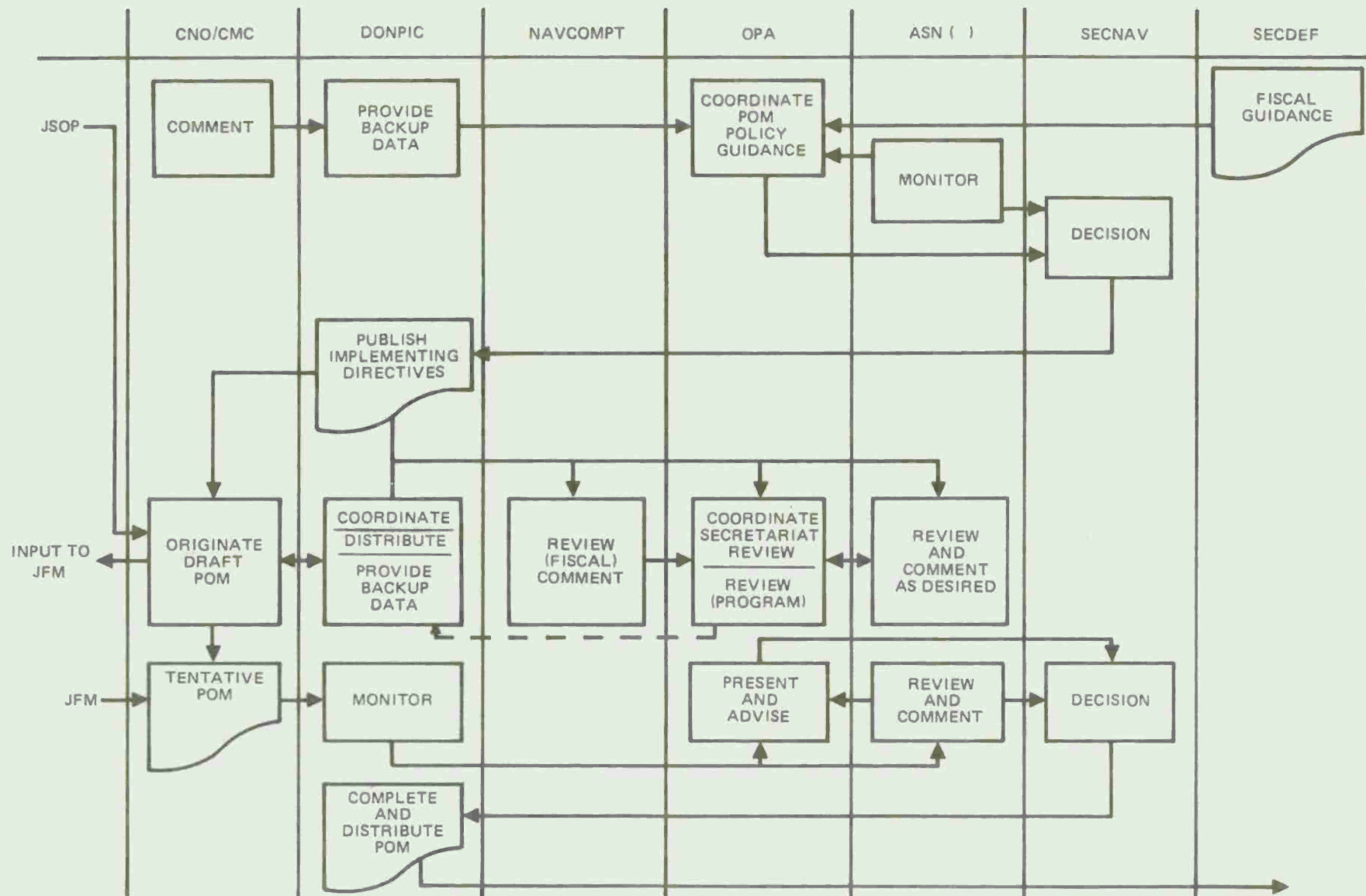
The Navy POM is forwarded by SECNAV to SECDEF and programs included in the POM are considered "locked in" upon submission. Changes are permitted only if timely enough to be considered with original POM submission and if they meet other prescribed criteria.

Responsibilities for development and submission of the Department of the Navy POM, as assigned by SECNAV are as follows:

1. The Department of the Navy Program Information Center (DONPIC), designated as coordinator for development of the Navy POM, prepares and distributes instructions for implementation of SECNAV's policy guidance, integrates POM submissions from CNO and CMC, distributes drafts of POM papers to members of SECNAV's staff, and provides cost data, program information, and other supporting material as required for review of the POM within the Office of SECNAV.
2. The Assistant Secretary of the Navy (Research and Development) is responsible for staffing the R&D section of the Navy POM and for presenting the proposed R&D Program to the Secretary for decision.
3. Assistant Secretaries provide advice and analyses within their areas of interest for inclusion in SECNAV POM briefings and decision papers.
4. CNO and CMC are responsible for development and drafting of the POM for submission to SECNAV.
5. The Comptroller of the Navy evaluates the POM from the budgetary and financial viewpoint to assure the Secretary of the legality of the document, the reasonableness of the costs associated with the various proposals, and the financial feasibility of attaining objectives.
6. The Director, Office of Program Appraisal (OPA) within the Office of the Secretary of the Navy, prepares, in coordination with other Offices of the Secretariat, proposed SECNAV Policy Guidance for development of the POM. The Director of OPA is also responsible for appraising the POM for program balance, compliance with SECDEF guidance, reasonableness in relationship to objectives, and feasibility of attainment. Further, the Director, OPA coordinates review of the POM within the Secretariat and staffing of proposed SECNAV decisions and the POM.

The interaction which occurs as a result of SECNAV assignment of responsibilities for development of the Navy POM is reflected in Figure 4.

Although the POM, as previously mentioned, is SECNAV's response to SECDEF's annual FGM issued early in the calendar year, the actual preparation of the POM begins prior to receipt in Navy of SECDEF's tentative fiscal guidance, the TFGM. In the case of Navy POM 75, commencement of its preparation occurred in early November 1972.



SOURCE: DEPARTMENT OF THE NAVY PROGRAMMING MANUAL

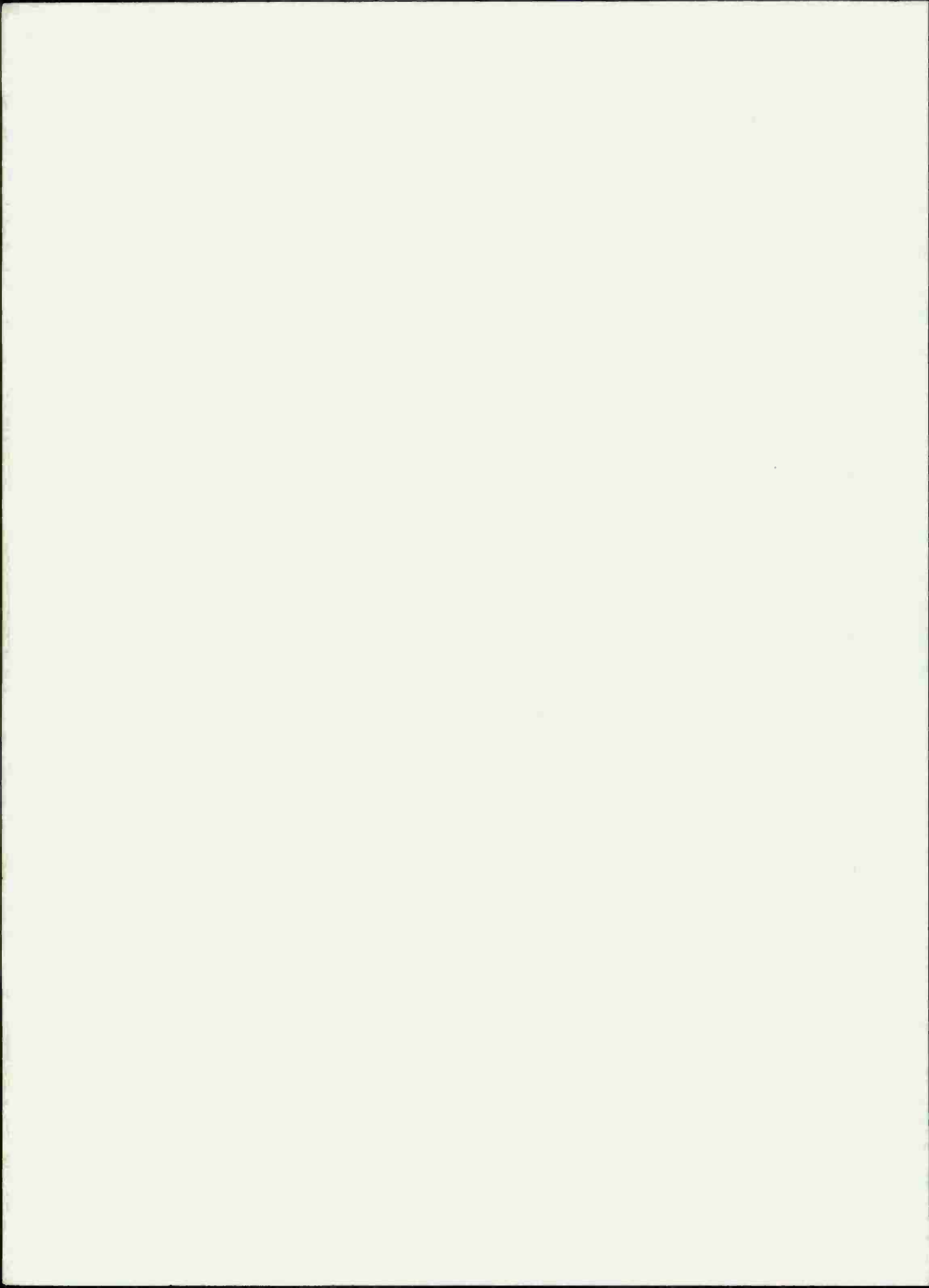
Figure 4. Interaction for development of Navy POM.

DEVELOPMENT OF POM-75

With information concerning development and preparation of the Navy POM, as presented in the Department of the Navy Programming Manual and outlined in the preceding paragraphs, we can look at the development and preparation of POM-75. Of course, the primary interest is an opportunity to view concentrated interaction between manpower/personnel planners and managers and the Navy's planners/managers for other resources, mission, functions, and programs within the cycle.

Based on a review of correspondence, schedules, and presentation material, Figure 5 was prepared to reflect specific time-phased events and interactions required between various organizational levels within the Navy in preparing and producing the POM for a particular program year.

When the Navy POM is in the final stage of preparation, the compression of the time available within which to make important and critical decisions is very noticeable. An attempt to reflect the many actions which occur relative to the final decision-making processes associated with the POM has been made in Figure 6. The time interval from 6 April 1973 through 18 May 1973, reflected as "Firming the POM" in Figure 5, was expanded in Figure 6 to show how all Navy sponsors of resources, programs, forces, missions, etc., must interact to accomplish success in programming.



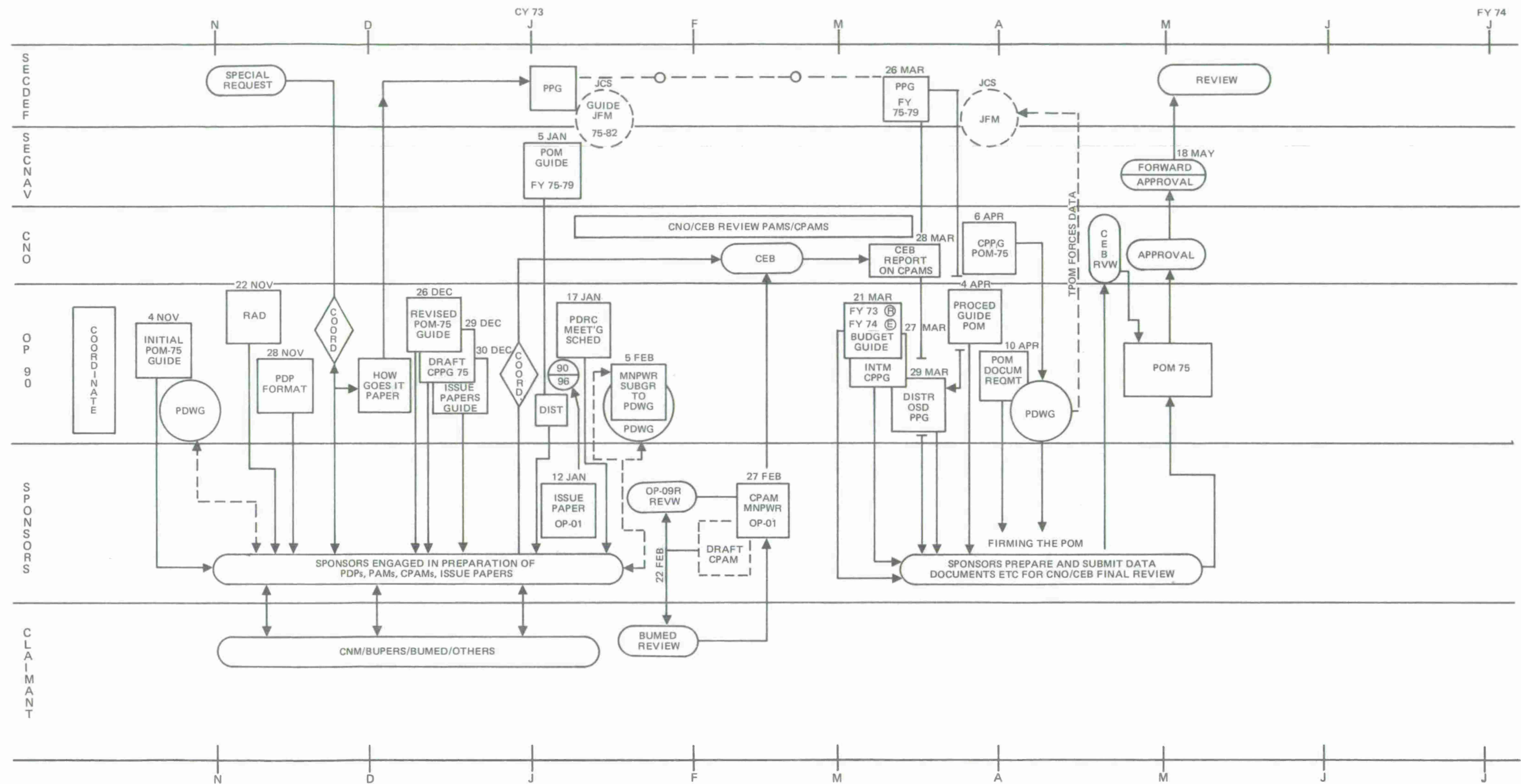


Figure 5. POM development (POM 75)

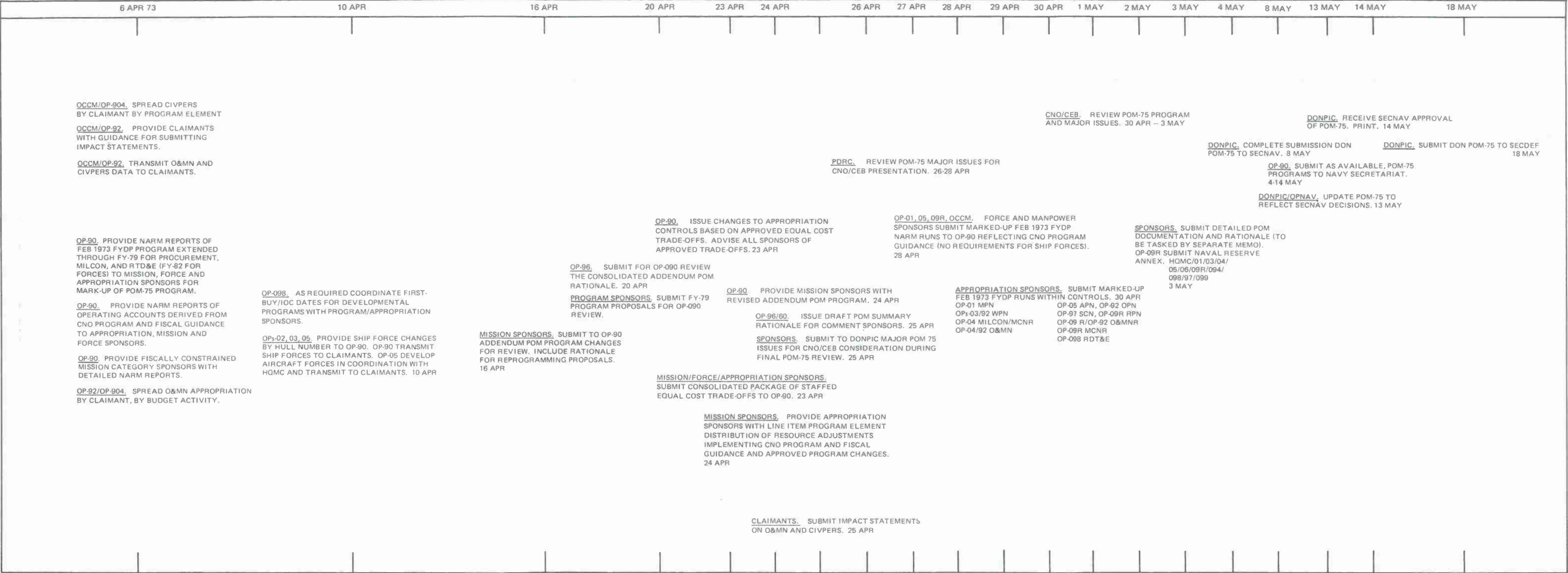


Figure 6. POM Firming Decision, FY 75

ORGANIZATION OF THE CURRENT PPBS AS RELATED TO NAVY MANPOWER PLANNING

INFORMATIONAL SYSTEM FLOW

The decision process in the Navy planning structure is like that of any other organization, in that decisions are made at various levels and are based on information derived from many sources. Navy planning decisions are, however, modified or changed based on guidance or decisions generated by SECDEF, Congress and the President. Because of these limitations, the Navy's initial planning is melded into programming guidance that incorporates approved programs and the achievable changes derived from the Navy's advanced planning. The programming guidance is designed to assist the Navy in the allocation of resources in the programming cycle.

The point at which we have attempted to enter the manpower planning and programming operation lies at the juncture of the planning cycle with the programming cycle within the Planning, Programming and Budgeting System (PPBS). It is during the programming cycle that manpower planning decisions and manpower resource allocation decisions are synchronized in order to meet the overall goals and objectives developed in the planning cycle.

The development of the Navy's Program Objectives Memorandum (POM) is the process through which the Navy's total resources are programmed. The decisions made in the POM development process are based on both formal and informal exchanges of information. The paths of the information flow during the POM development process are dependent on the formal organization of the Navy, the manpower management structure that operates in and among the various organizational elements, and the complexity of the specific problems being addressed. The importance of timely information to the decision process and the intricate maze of interactions inherently required by the Navy's organization lead to the selection of information flow as a means of identifying and connecting the significant decision variables in the manpower planning and programming process.

The nature of the PPBS is such that determinations are made based on increasingly more compressed information as the hierarchy of the management structure is ascended. The complex network of interactions which take place within and among the various levels of management require that data aggregation points be established at each level. Each level in turn is made up of interacting networks of PPB actions centering around the mission or functional responsibilities of the participant or group of participants that control the flow of information within their sphere of influence. The aggregative process of the system assumes the subservience of the requirements of lower levels to the broader goals of the composite requirements of the total structure.

Competition for available resources within the Navy's Program Objective creates a balancing mechanism which requires extensive interaction among the various elements of the management structure. The various Mission, Function, Navy-wide Support, and Appropriation Sponsors must coordinate the requirements of their areas of responsibility to achieve an allocation of resources that best meets their needs as well as the overall objectives of the Navy.

The PPBS requirements placed on Navy by DoD necessitated the formation of a management structure within the Navy organization designed to provide the coordination necessary to produce a unified response. It is extremely difficult, however, to depict the configuration of the Navy's management structure solely in terms of the PPBS. The

diversity, in both terms and organization, between the Navy's internal PPBS processes and the DoD external PPBS structure make it difficult to formulate a clear-cut picture of the Navy's management structure in this context. It becomes necessary, therefore, to arrange the information pertaining to the interface of the Navy's management structure with the PPBS into a series of separate but related elements. The information contained in this section was obtained from the Department of the Navy (DON) Programming Manual and other relevant documentation. The elements described are intended to provide a basic framework from which a more detailed description of the system can be derived for use in later reports.

MANPOWER REQUIREMENTS DEVELOPMENT FLOW AS RELATED TO THE PPBS

The development of manpower requirements is only a part of a complex series of planning analyses and decisions fitted to a highly structured set of documents, planning horizons, and decision levels that are encompassed by the PPBS. The structure of the Navy's management system that develops manpower requirements can best be described by looking first at the configuration of PPBS and then relating the flow of manpower information within that framework.

The management organization of the PPBS as it relates to the Navy was perceived as having seven organizational levels. The first two levels are external to the DON organization. The remaining five are within the Navy management structure. These levels are defined as points in the management chain at which decisions are made and from which information/direction is passed to higher or lower authority. The seven levels are:

1. The President and Congress
2. Office of the Secretary of Defense (OSD) and the Joint Chiefs of Staff (JCS)
3. Secretary of the Navy (SECNAV) and the Chief of Naval Operations (CNO)
4. Sponsors
5. Major Claimants
6. Subclaimants
7. Activities

Figure 7 illustrates the normal interaction in and among these various organizational levels. There are, of course, numerous actions that take place during the PPBS cycle which transcend this normal interactive flow. These exceptions will not be discussed in this report in order to maintain a basic flow line that is easily relatable to the documentation requirement of the system.

It can be seen from the interactive flow lines in Figure 7 that four communication loops connect Levels I thru VII. The first loop, which connects the President, Congress, and OSD, represents the network of communication through which national defense goals are approved and total defense program decisions are made. The second loop, connecting OSD, JCS, SECNAV and CNO, represents the network of communications through which the Navy is tied to the total defense community and the Navy's required capabilities are developed and approved. The third loop, connecting the CNO, Sponsors, and Claimants, represents the Navy's internal network of communication that develops and implements the plans, programs, and budget to support the Navy's required capability. The fourth loop, connecting Claimants, Subclaimants and Activities, represents the communication network through which operational requirements are generated and resources are allocated.

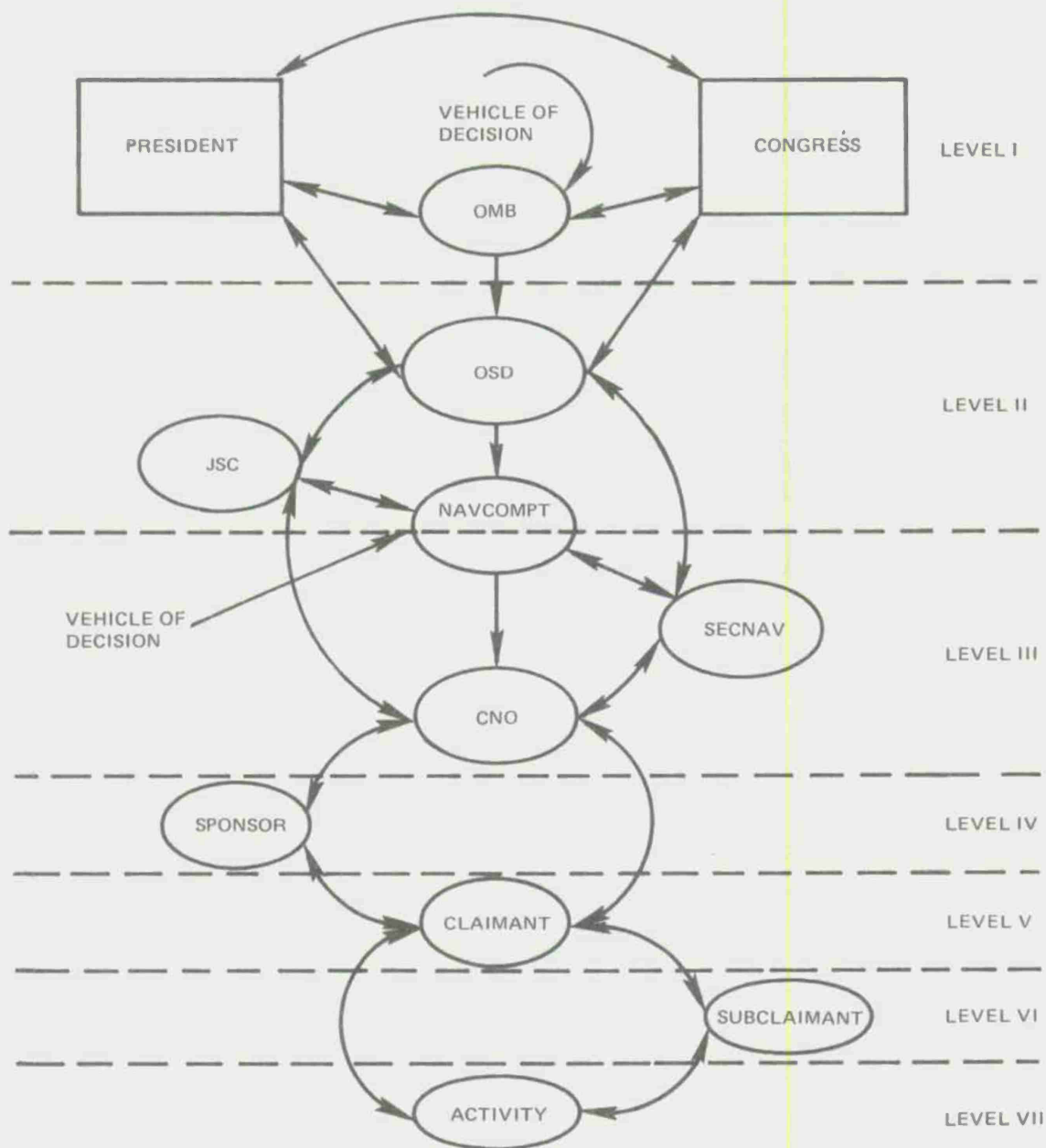


Figure 7. Normal communication flow of the PPBS.

Based on these four basic communication loops and the seven organizational levels, the manpower decision interfaces of the system can be illustrated. First, the Navy's interface with the total defense PPBS can be viewed in terms of the first three organizational levels of the system which consolidate and approve the plans, programs, and budget (see Figure 8). In this broad construct, the Navy is looked on as a unit in the total defense PPBS. Navy manpower requirements in this context are an aggregate of internal planning. The cycle in which the aggregate manpower requirements enter the system begins with the development of strategic plans and military assessments by JCS which are submitted to OSD. These initial plans are not constrained by resource considerations. Based on these plans, OSD promulgates Strategic Plans with constrained fiscal guidance to the various services. Each of the services develops the recommended forces (including manpower) to meet the guidance and submits them to OSD in the form of Program Objectives Memoranda and budgets. The Program Objectives and budgets of the services are then combined into a defense budget which is submitted to the President through OMB. The President's budget is then submitted to Congress. Congress holds hearings on the budget and formulates an approved budget in terms of Appropriation Bills which are sent back to the President for signature. OMB, acting for the President, apportions funds within all appropriations, and OSD passes the Apportionments (including manpower dollars) to the services to complete the cycle. Although the above description of the broad construct of the PPBS has been oversimplified, it can be used to point out that decisions in this framework are outside of the Navy's management structure. The Navy's interface with the total PPBS is in terms of guidance received from OSD and the submission of recommended forces (including manpower) to meet the guidance.

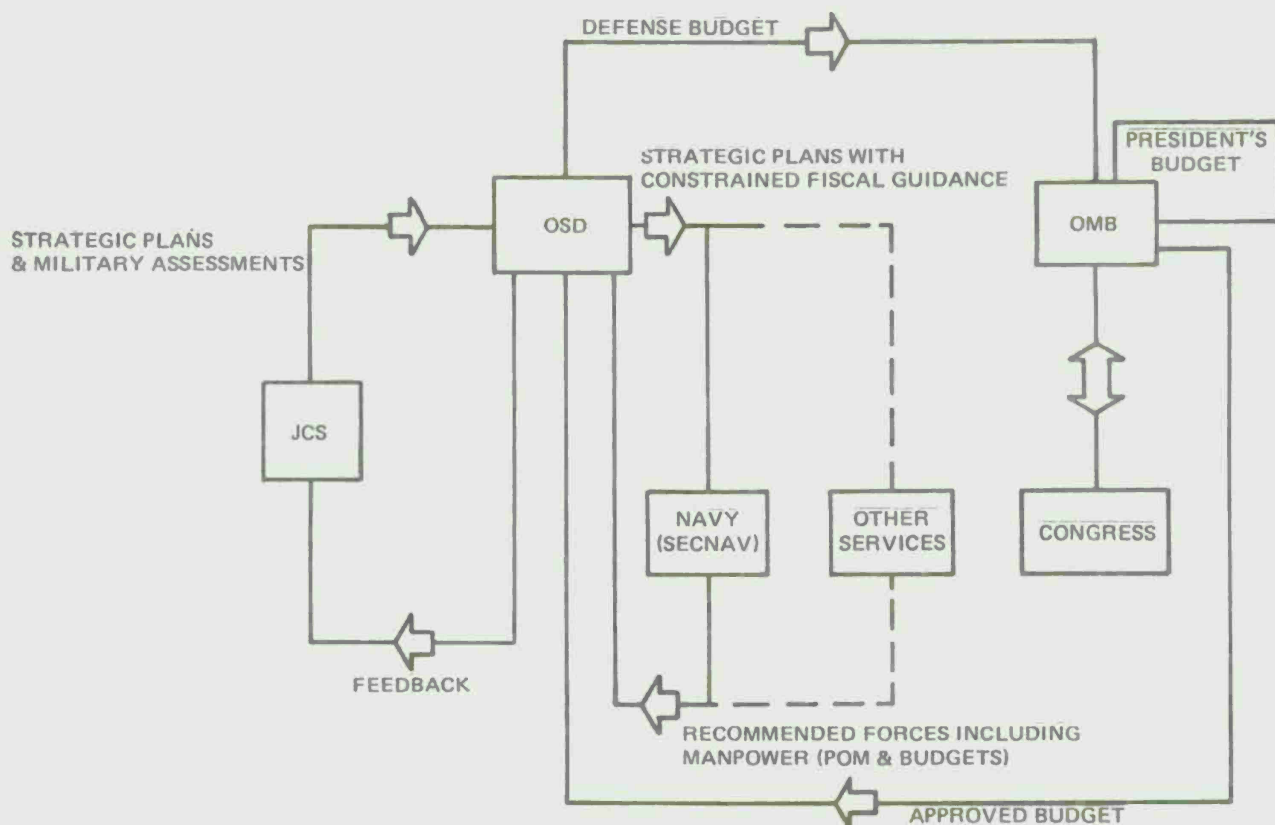


Figure 8. Manpower decision interfaces in a broad planning construct.

The management structure within the Navy that converts the guidance received from OSD into recommended forces can be illustrated by looking at the manpower decision interfaces that occur in the POM development framework (Figure 9). These interfaces are centered at organizational Levels III and IV (see Figure 7). Major POM decision elements are specified in terms of Major Mission and Support categories. These Mission and Support categories are assigned to sponsors within the CNO organization which are responsible for determining objectives, time phasing, and support requirements necessary for the accomplishment of an assigned mission or support function. The major mission sponsors interact with Force/Function Sponsors, Navywide Support Sponsors, and Appropriation Sponsors during the development of the POM.

COORDINATION IN POM DEVELOPMENT

The overall coordinator during POM development in the CNO organization is the Director, Navy Program Planning (OP-090). The Deputy Chief of Naval Operations (Manpower) (OP-01) is the Military Manpower Coordinator and the Director of the Office of Civilian Manpower Management (OCMM) is the Civilian Manpower Coordinator.

The relationships of the major elements of the manpower development structure of the Navy (organizational Levels III through VII — see Figure 7) are illustrated in Figure 10. It can be seen from this diagram that although civilian and military manpower requirements have a common bond, the present structure of the system provides separate paths for manpower requirements development. Figure 10 also illustrates the quadripartite relationship of OP-01, OCMM, and the Sponsors with both OP-090 and Major Claimants. Additionally, direct paths of communication exist between Major Claimants and OP-090. The complex network of communications that results from this multipath interface of organizational levels appears to encumber the system unless we relate the manpower development flow to the phases of the PPBS. If the management structure is viewed in terms of its relationship to each individual phase of the manpower requirements development flow, the formal interfaces of the organizational levels can be followed in descending and ascending order.

PHASED DEVELOPMENT FOR MANPOWER REQUIREMENTS

The phases of manpower requirements development are planning, programming, and allocation. The planning phase takes place in four steps: (1) guidance formulation and promulgation, (2) development of manpower plans, (3) statements of manpower plans in terms of Program Objectives, and (4) decisions in terms of approved manpower programs. Figure 11 is a simple diagram which shows the flow in the planning phase. Overall strategic and force level planning provides the guidance to manpower planners, both military and civilian, from which manpower plans are developed. Manpower plans are stated as part of the total objectives of the Navy. Decisions are made as to the suitability of the objectives in meeting the guidance and constraints of the planning process. The decisions are promulgated by a Program Decision Memorandum. Reclamations to program decisions may be proffered, in which case either decisions are reaffirmed or modified/alternative programs are approved.

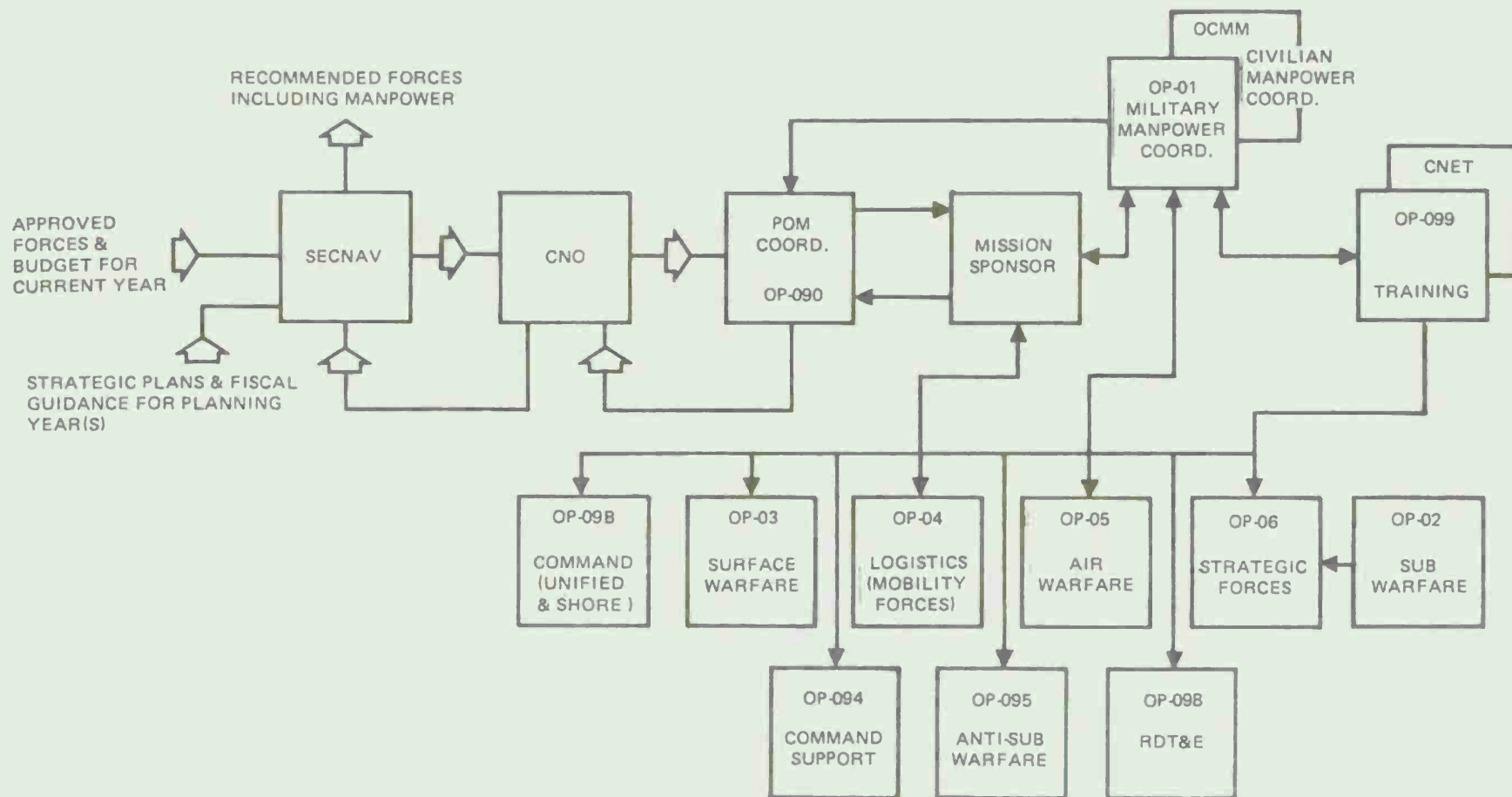


Figure 9. Manpower decision interfaces in the POM framework.

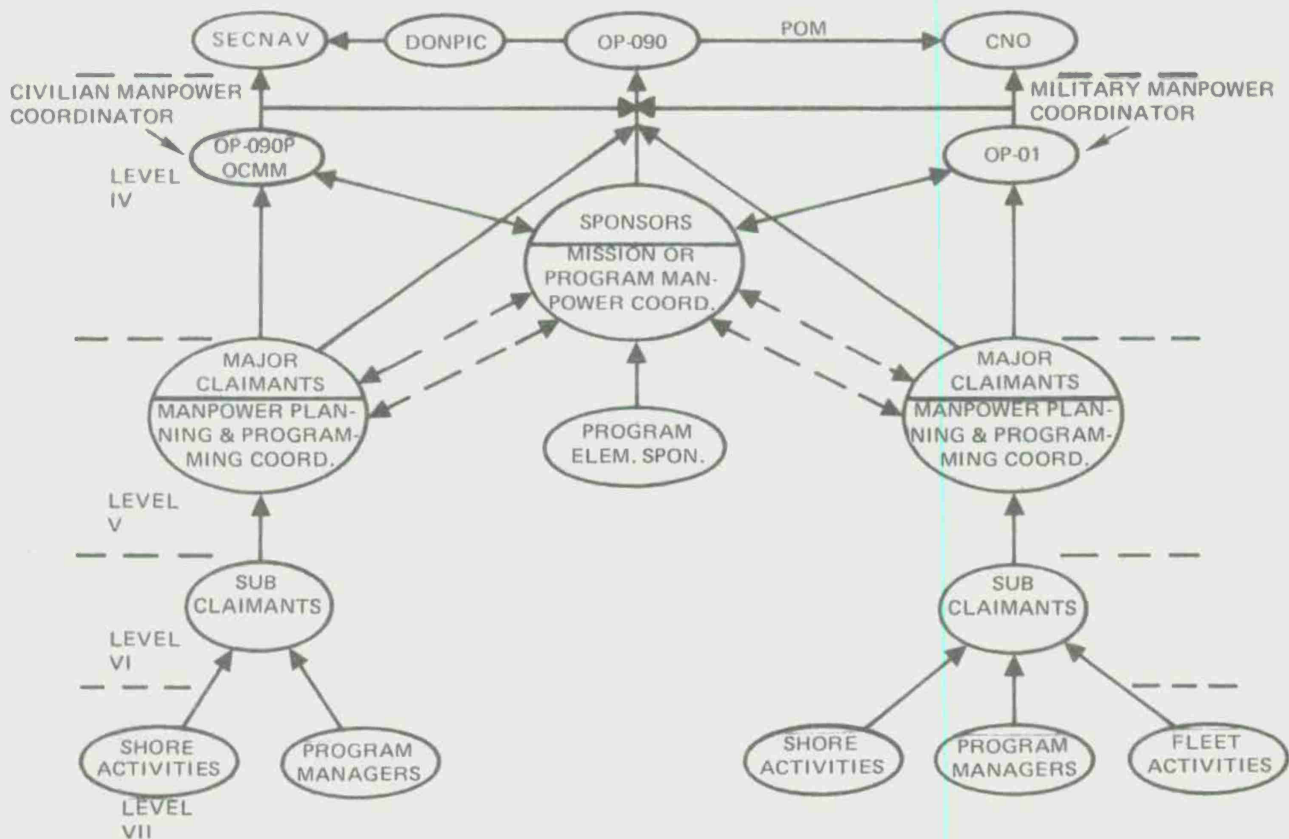


Figure 10. Essential coordinating elements in developing manpower requirements.

1. Planning Phase. The planning phase of manpower requirements development takes place within and among Levels II, III, and IV. Levels II and III develop overall strategic and force level plans and pass program development guidance to Level IV. Level IV is comprised of OP-01, the manpower coordinator, and other sponsors in CNO. These organizational echelons develop manpower requirements based on the guidance by synchronizing current approved programs with necessary program adjustments and new initiative programs designed to provide required strategic capabilities and force levels. The required manpower to support the various programs is melded into the Program Objective Memorandum (commencement of the programming phase), which is the Navy's statement of program requirements and planned allocations of resources. Interactions between CNO and SECNAV at Level III result in the submission of the POM to OSD for approval. A review of the POM and the Joint Forces Memorandum submitted by the JCS, along with other information regarding the total defense program, result in Program Decision Memoranda developed by OSD at Level II.

2. Programming Phase. Figure 12 outlines the flow of manpower development from the program decision to allocation of manpower. The POM and Program Decision Memoranda form the interface between the planning and programming phases of manpower development. The Program Decision Memoranda are converted into updated Five Year Defense Plans (FYDP) and Department of the Navy Five Year Plans (DNFYP) which are statements of set programs. Manpower planning guidance is then interposed regarding the allocation of approved resources. Based on the DNFYP and the guidance, the

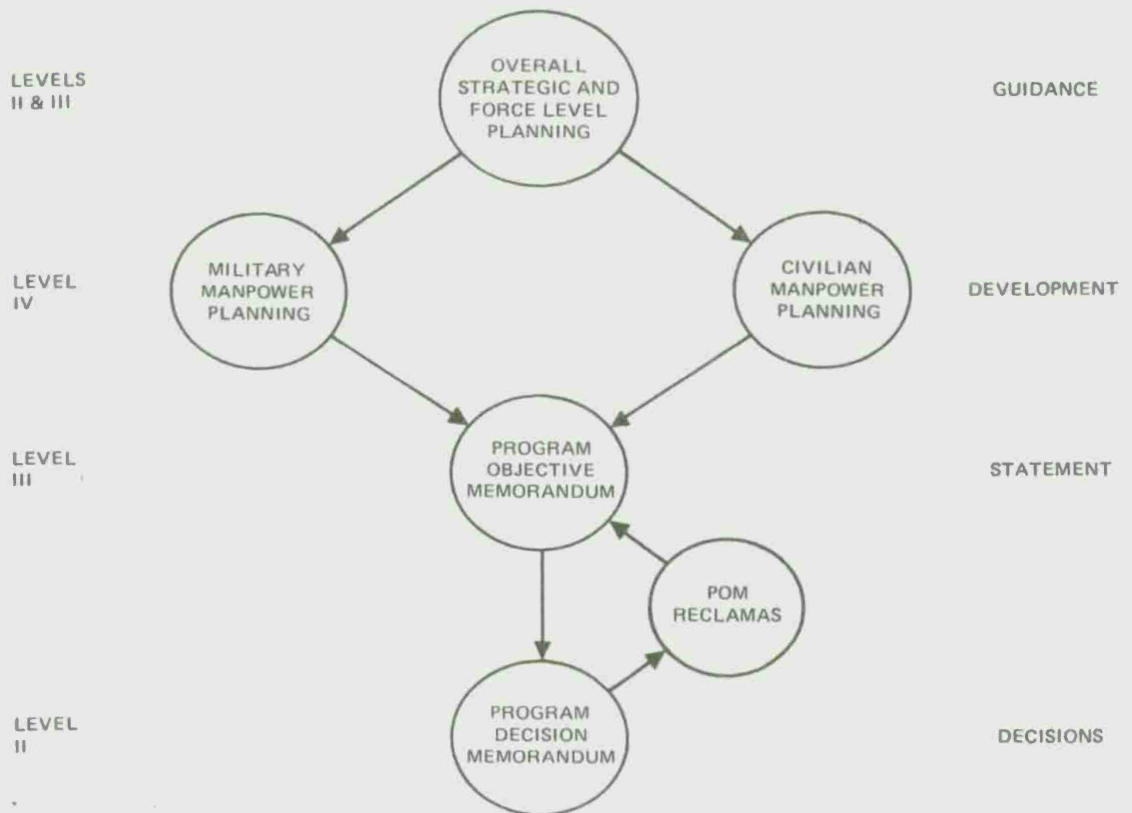


Figure 11. Manpower planning development flow.

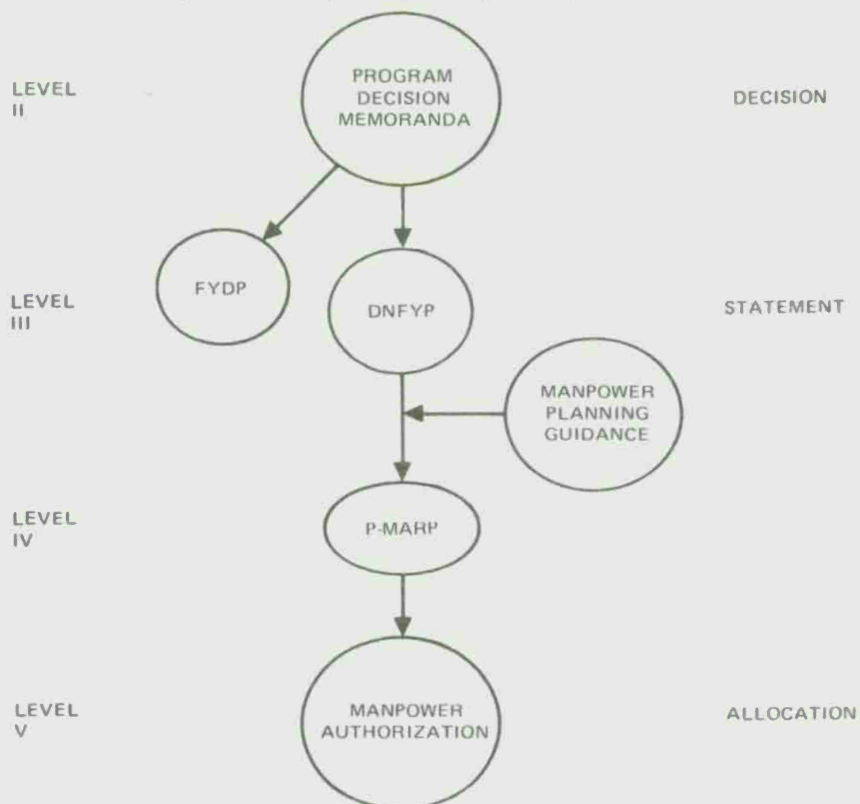


Figure 12. Manpower programming development flow.

Peacetime-Manpower Allocation/Requirements Plan (P-MARP) is updated. Billets are then allocated through manpower authorizations. Organization Levels II, III and IV are again the principal participants in the programming phase of manpower development. The decisions made at Level II are converted into the set program at Level III. Manpower planning guidance affecting allocation, P-MARP updates, and manpower authorization are generated at Level IV.

3. Allocation Phase. Manpower authorization is the vehicle by which manpower billets are allocated to Claimants, Subclaimants, and Activities.

Figure 13 illustrates the passage of authorized billets down to the activity level and the ascension of new manpower requirements in the form of requested changes to manpower authorizations and/or POM inputs. The allocation phase of manpower development provides the interface between the top management levels and operational levels in the Navy's organizational structure.

Manpower is distributed by means of manpower authorizations at Level IV. Aggregate manpower requirements are reviewed and changes are requested at Level V by the Claimants. Individual activity requirements are reviewed and changes are requested at Levels V, VI and VII.

ORGANIZATIONAL LEVELS AND PRINCIPAL DOCUMENTATION REQUIREMENTS

A synopsis of the PPBS and POM development organizational levels and responsibilities is provided in Table 1. This table is a capitulation of the organization levels, areas of responsibility, and major documentation/actions implicit within the PPBS and POM development processes.

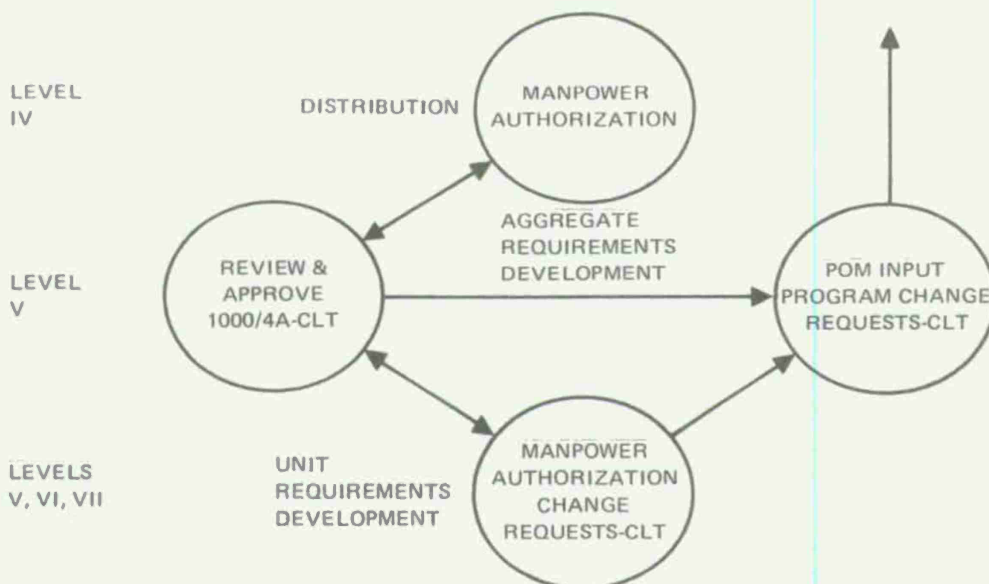


Figure 13. Manpower allocation flow.

TABLE 1. SYNOPSIS OF PPBS AND POM DEVELOPMENT
ORGANIZATIONAL LEVELS AND RESPONSIBILITY

Organizational Levels	Area of Responsibility	Major Documentation/Action
I — President & Congress	Planning analysis and review of National Policy, National Security policy, Presidential Budget, Congressional Appropriation	<ol style="list-style-type: none"> 1. Policy and guidance 2. President's Budget 3. Apportionment of Approved Budget 4. Appropriate Congressional Action
II — OSD	Defense Program Guidance and Program Decisions	<ol style="list-style-type: none"> 1. Tentative Strategic guidance 2. Strategic Guidance 3. Tentative Logistic Guidance 4. Tentative Fiscal Guidance 5. Logistic Guidance 6. Fiscal Guidance 7. POM Review 8. Budget Guide 9. Program Decision Memorandum 10. Apportionment of Approved Budget
JCS	Joint Strategic Requirements and Objectives, Joint Forces and Capabilities	<ol style="list-style-type: none"> 1. Joint Intelligence Estimate for Planning, Vols. I, II & III 2. Joint Strategic Objectives Plan, Vol I & II 3. Joint Long Estimative Intelligence Document 4. Joint Long-range Strategic Studies 5. Joint Research and Development Objective Document 6. Joint Strategic Capabilities Plan 7. Joint Forces Memorandum
III — SECNAV/CNO	Navy Program Guidance and Program Objectives Development	<ol style="list-style-type: none"> 1. Long-range Guidance 2. CNO Fiscal Guidance 3. CNO Logistic Guidance 4. Navy Strategic Studies 5. Navy Capabilities Plan 6. Navy Support and Mobilization Plan 7. Tentative Program Objective Memorandum 8. Program Objective Memorandum 9. Department of the Navy Five Year Plan
<u>POM DEVELOPMENT</u>		
II — OSD/JCS	Program Guidance Review and Approval	<ol style="list-style-type: none"> 1. Department of Defense Special Analysis Request 2. Program Planning Guidance 3. Program Decision Memorandum 4. JFM/POM Coordination

TABLE I. (Continued).

Organizational Levels	Area of Responsibility	Major Documentation/Action
III — SECNAV/CNO	Navy Program Guidance Review and Approval	<ol style="list-style-type: none"> 1. SECNAV POM Guidance 2. CNO Executive Board Review of PAMS/CPAMS 3. CEB decisions on PAMS/CPAMS 4. CNO Policy and Planning Guidance for POM to Program Development Working Group 5. CEB Final Review of POM 6. CNO Approval 7. SECNAV Approval
IV — Sponsors (Includes POM development coordinator OP-090)	Navy Program Coordination and Development	<ol style="list-style-type: none"> 1. Develop Initial POM Guidance 2. Commence PAMS, PDPs, CPAMS, and Issue Papers Development 3. Establish Program Development Working Group 4. Promulgate Resource Allocation Display from the NARM 5. Develop Program Development Paper Format 6. Coordinate and Develop Response to DoD Special Requests 7. Draft CNO Policy and Planning Guidance 8. Promulgate Issue Paper Guidance 9. Coordinate and Distribute POM Guidance 10. Complete Development of PAMs, PDPs, CPAMS and Issue Papers 11. Coordinate and Present PAMs and CPAMS to the CEB 12. Incorporate PAMs Decisions in CPAMS 13. Promulgate Revised Budget Guidance 14. Distribute SECDEF PPG 15. Issue POM Procedural Guidance 16. Commence Preparation of Firm POM 17. Send TPOM Forces Data to JCS for JRM 18. Coordinate the Distribution of CPPG Among the Sponsors. 19. Develop POM Documentation Requirements 20. Complete POM Inputs 21. Submit Firm POM to CNO and SECNAV

TABLE I. (Continued).

Organizational Levels	Area of Responsibility	Major Documentation/Action
V — Claimants	Determine and justify aggregate and individual manpower requirement as backup material for the POM. Allocated approved manpower resources subject to approval.	<ol style="list-style-type: none"> 1. Interface/support to sponsors during POM development 2. Recommended changes within total manpower allocation 3. Recommend changes to subclaimant or activity manpower allocations 4. Recommend changes in functional or organizational manpower allocations 5. Request changes in manpower allocations to accommodate new or changed functions
VI — Subclaimants	Determine and justify aggregational individual manpower requirement for activities under their command. Recommend allocation of approved manpower to the claimants	<ol style="list-style-type: none"> 1. Recommend changes within the subclaimant total manpower allocation 2. Review and endorse activity requests for changes in manpower authorization
VII— Activities	<p>Determine manpower requirements for the performance of their assigned mission</p> <p>Recommend specific changes in billet requirement</p>	<ol style="list-style-type: none"> 1. Recommend billet changes in response to higher authority based on changes in end-strength 2. Request changes to manpower authorization to accommodate new or changed functions

STRUCTURE OF ORGANIZATIONAL LEVELS OF PPBS

BROAD DEFENSE MANAGEMENT STRUCTURE (LEVELS I AND II)

Organizational Levels I and II, as stated earlier, are outside the Navy management structure and for that reason will be given only cursory attention in this section.

The Office of the President can be viewed as acting on the advice of the National Security Council (NSC) in setting of national security goals and policy. The defense community interfaces with the NSC through the membership of SECDEF and the active participation of the Chairman, Joint Chiefs of Staff as a military advisor. Figure 14 shows the NSC membership. The Council is supported by six senior bodies having responsibility for various policy issue preparation or decision implementation functions. The functions of these six senior bodies are outlined below, and the interface of the Chairman, Joint Chiefs of Staff with all six is shown in Figure 15.

NATIONAL SECURITY COUNCIL
(NSA 1947, as amended)

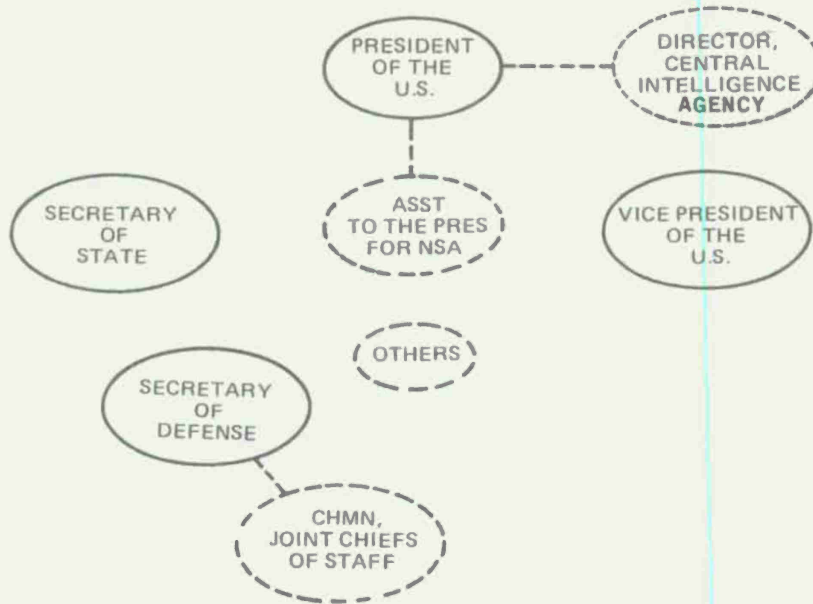
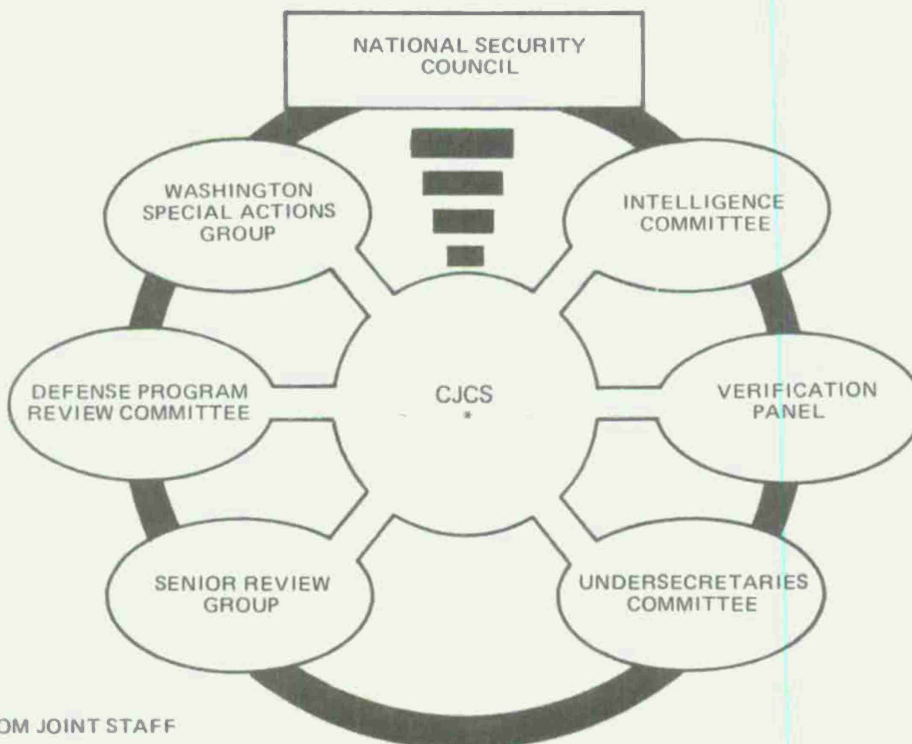


Figure 14. Membership of the National Security Council.



*WITH BACK UP FROM JOINT STAFF

Figure 15. Interface of the Chairman, Joint Chiefs of Staff with the supporting bodies of NSC.

Note: Extracted from the Commanders Digest, Vol 13, No. 32, June 14, 1973, "Mission, Responsibilities of Joint Chiefs Explained," Admiral Thomas H. Moorer, USN, Chairman, Joint Chiefs of Staff.

The following functional descriptions of the six senior bodies that support the NCS were extracted from the Commanders Digest, Vol. 13, No. 32, June 14, 1973.

"The Verification Panel is a special group which helps to develop choices and proposals on arms control subjects. The Washington Special Actions Group develops options for implementation of decisions during crises. The Defense Program Review Committee relates defense programs and resources requirements to overall national priorities and the Federal budget. The Senior Review Group reviews policy studies prior to the presentation to the National Security Council to be certain that they present the facts, the issues and a range of alternatives for decision. Finally, to assure effective implementation of policy, there is the Under Secretaries Committee which helps to ensure that decisions are carried out uniformly throughout the security affairs community."

It is through the NSC that the viewpoint of the military community is made known to the President for his consideration in the formulation of policy regarding national security and foreign affairs.

Developed defense programs based on national policy are approved through the budget process. The Office of Management and Budget acts as the agent of the President in the preparation of the budget. OSD and specifically the Navy interact with OMB through joint budget reviews during the preparation of the President's budget. OMB also acts for the President in the apportionment of funds within all approved appropriations.

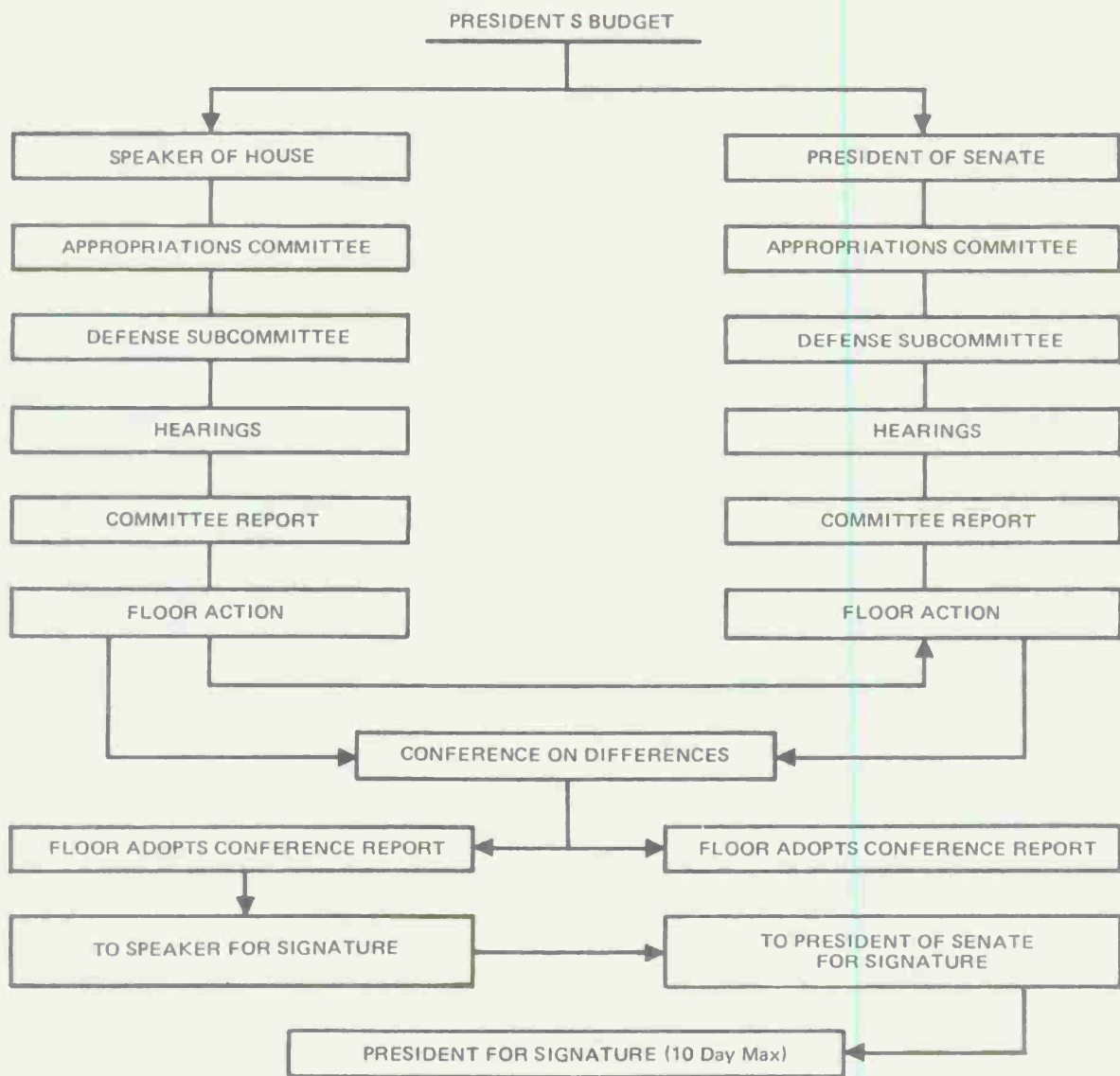
The Congress acts on the President's budget through the appropriations committees and the defense subcommittees of the House and Senate. Figure 16 shows the flow of the President's budget through the Congress.

Level II, although it is outside the internal organization of the Navy, is the major point of interactions between Navy programs and the programs of other services. The Office of the Secretary of Defense coordinates the formation of the total defense program and budget through planning, programming, and budget guidance and approval. SECDEF, acting on guidance and information received from the President, assistant secretaries of defense and the Joint Chiefs of Staff, manages the formation and implementation of the aggregate defense program. The organization of the Office of the Secretary of Defense is as shown in Figure 17.

The Joint Chiefs of Staff, although it does not command forces or set national policy, is a major link between the military services, the President, and the Secretary of Defense. The JCS, in its role as principal military advisor to the President and Secretary of Defense, makes recommendations with respect to national policy and military force levels. Additionally, the JCS is responsible for strategic direction of the Armed Forces acting under the guidance and policy direction of the President and SECDEF.

The Joint Chiefs of Staff is composed of the Chairman, Chief of Staff of each of the three services, and the Commandant of the Marine Corps. The JCS under the SECDEF implement national security policy by means of strategic planning, guidance, and operational direction to the Commanders-in-Chief of Unified or Specified Commands and directives to the Service Chiefs.

The JCS is supported by the Joint Staff which is composed of equal numbers of officers from the three military services. The mission of the Joint Staff is to prepare reports which form the bases for JCS decisions as well as performing such other duties that are necessary to the accomplishment of the administration of the JCS. The organization of the Joint Staff is outlined in Figure 18.



*SOURCE: CNO (OP-090) PPBS SEMINAR '74.

Figure 16. Defense Appropriations Bill flow.

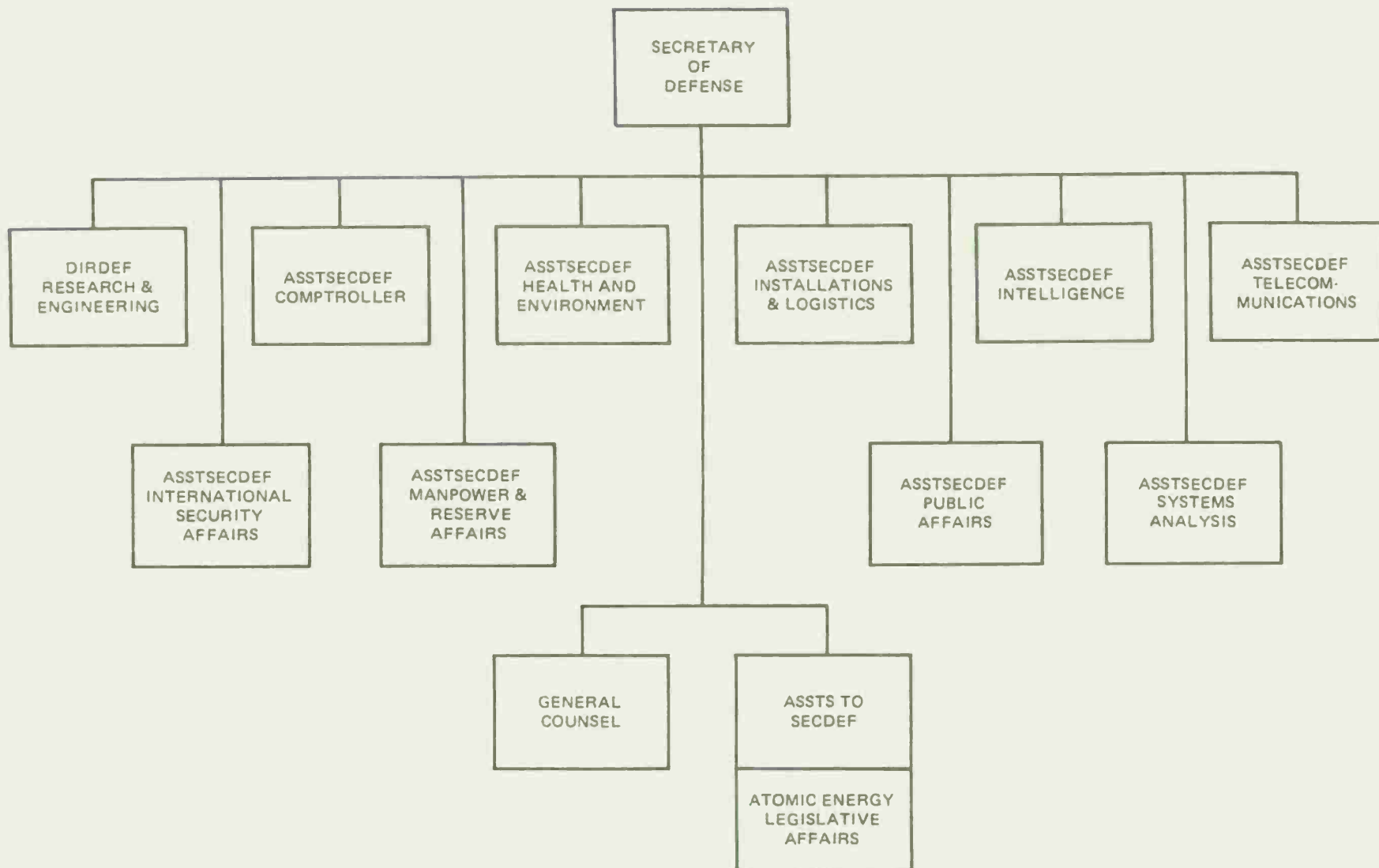


Figure 17. Organization of the Office of the Secretary of Defense.

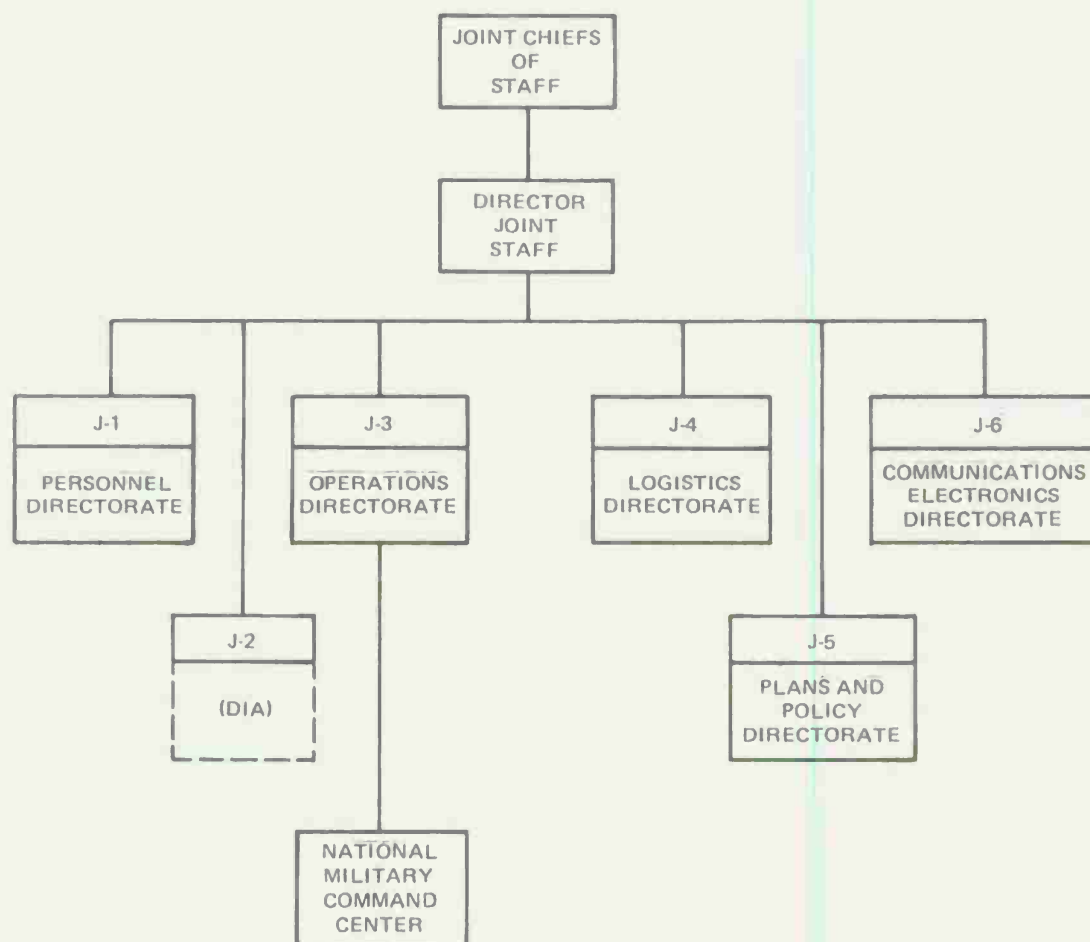


Figure 18. Organization of the Joint Staff

NAVY MANAGEMENT STRUCTURE (LEVEL III)

Organizational Level III, which encompasses both SECNAV and CNO, is the top level of the Navy management structure. The Navy Department, as one of the three military departments under SECDEF, is chartered to organize, equip, train, administer, and support the naval forces necessary for the prosecution of war. Under the direction of the President, the SECNAV assigns forces to Unified and Specified Commanders. Although the department of the Navy, under the direction of SECNAV, relinquishes command of the forces when they are assigned, the department is still responsible for the administration and support of all naval forces. In order to meet this responsibility, the Navy must first recommend, during the planning phase of the PPBS, what the composition of the forces should be. Second, during the programming phase, based on guidance from SECDEF and JCS, the Navy must develop objectives designed to provide the required forces as well as their administration and support. Finally, in the budgeting phase, which completes the PPB cycle, the fiscal requirements necessary for the allocation of resources to support the program objectives must be formulated into recommended budgets and approved appropriations must be allocated.

The administration and support responsibilities of the Navy are accomplished through the organization (Figure 19) under the SECNAV, which includes the Navy Department Shore Establishment and Operating Forces. The Navy Department can be subdivided into three units: The Office of the Secretary of the Navy, the Chief of Naval Operations, and the Commandant of the Marine Corps. The Office of the Secretary of the Navy is organized in much the same manner as the Office of the Secretary of Defense in order to provide for the interface of like numbers (i.e., ASD Installations and Logistics deals with ASN Installations and Logistics and so on).

The CNO command structure consists of the Office of the Chief of Naval Operations, Headquarters Commands and Bureaus, Systems Commands, and Support/Functional Commands, and Operating Forces.

OFFICE OF THE CHIEF OF NAVAL OPERATIONS. The organization of the Office of the CNO is constructed to facilitate program coordination, program development, force and function management, and staff support. Figure 20 displays the organization of the Office of CNO. Table 2 categorizes the major functions of the Office of CNO into five groups.

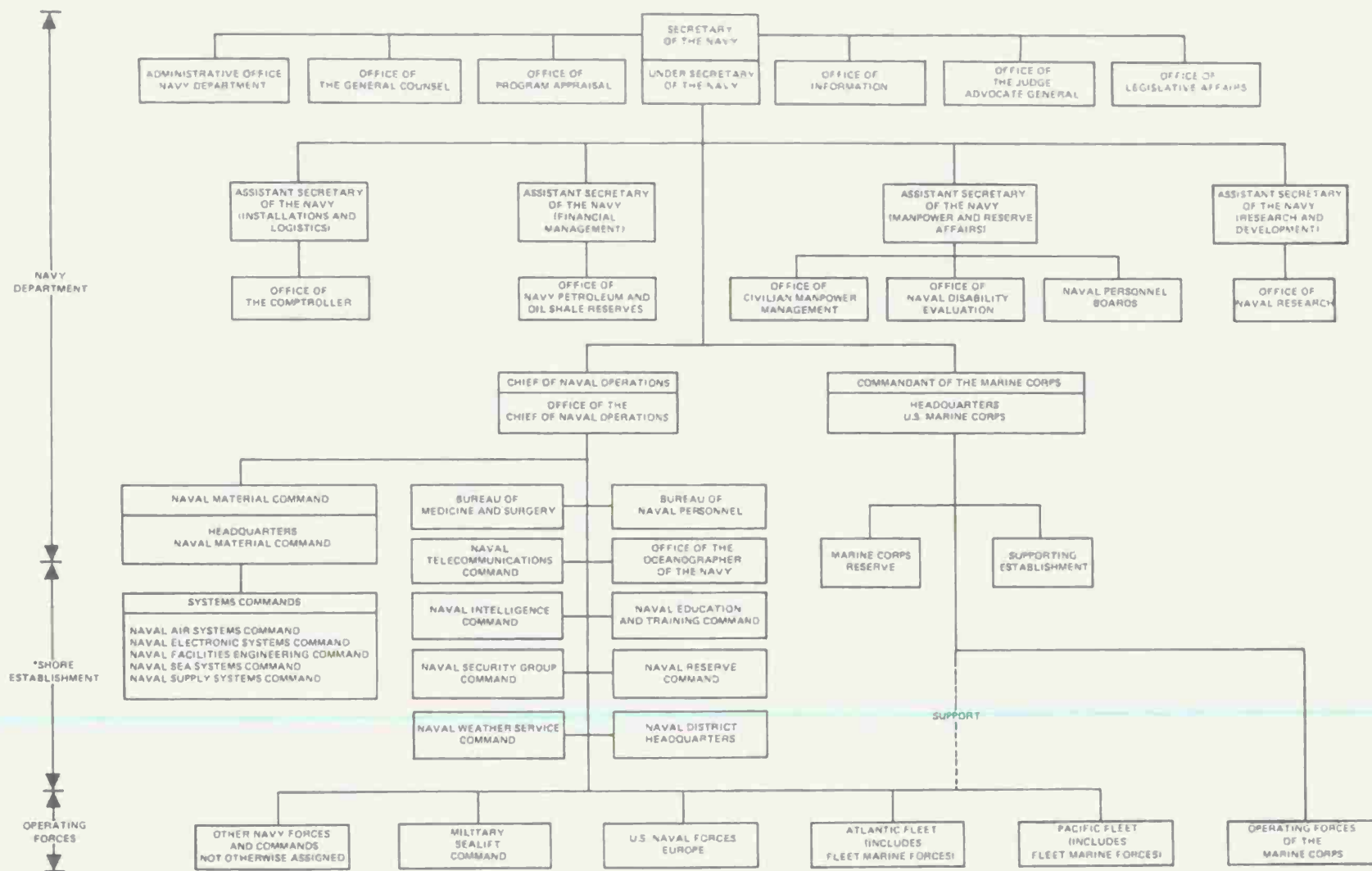
Table 2 is not a reflection of the current formal assignments for sponsorship dictated by higher authority. Rather, it is a logical view of the management structure within the framework of the organized system. In this context, Mission and Force/Function sponsorships are somewhat modified in order to reflect the broader interests of each identified organization. Table 3 shows the latest approved assignment of Mission, Force/Function, Navywide Support, and Appropriation sponsorships. Succeeding displays of information in this report are based on the relationships shown in Tables 2 and 4 in the basic text and Table A-1, in Appendix A.

Program direction, which is the responsibility of the CNO with the support of the VCNO, is administered through the guidance and approval procedures of the PPBS and internal management control systems.

PROGRAM RESPONSIBILITIES/COORDINATION. Program coordination is accomplished by OP-090 through central control of the planning and programming processes which provide for a coordinated response to PPBS requirements as well as an internal forum for development, evaluation, review, and monitoring of the total Navy program.

The program development offices of CNO (see Table 2) are responsible for Major Program Areas which cross force and functional lines. These program areas are the responsibility of the Directors of Major Staff Offices (DMSOs). The mission of the DMSOs is to plan, program, direct, and coordinate for the CNO those functions necessary for effective development and support of their program areas.

The Deputy Chiefs of Naval Operation (DCNOs) provide the capability within the Office of the CNO of Force/Function Management. The DCNOs are tasked to implement the responsibilities of the CNO with respect to: (1) determining requirements and force levels (OPS-02, 03, 04, 05), (2) developing and disseminating plans and policy, (3) serving as the principal advisor to SECNAV and CNO on international politico-military matters (OP-06), (4) planning, determining and providing logistic support needs of the Operating Forces (OP-04), (5) planning, programming, controlling, and appraising the Navy's military manpower, and (6) developing systems for improved planning, requirements determination, and utilization of military and civilian manpower (OP-01).



*ALSO INCLUDES OTHER DESIGNATED SHORE ACTIVITIES, NOT SHOWN ON THE CHART, WHICH ARE UNDER THE COMMAND OR SUPERVISION OF MANY OF THE ORGANIZATIONS DEPICTED

Figure 19. Navy Management Organization.

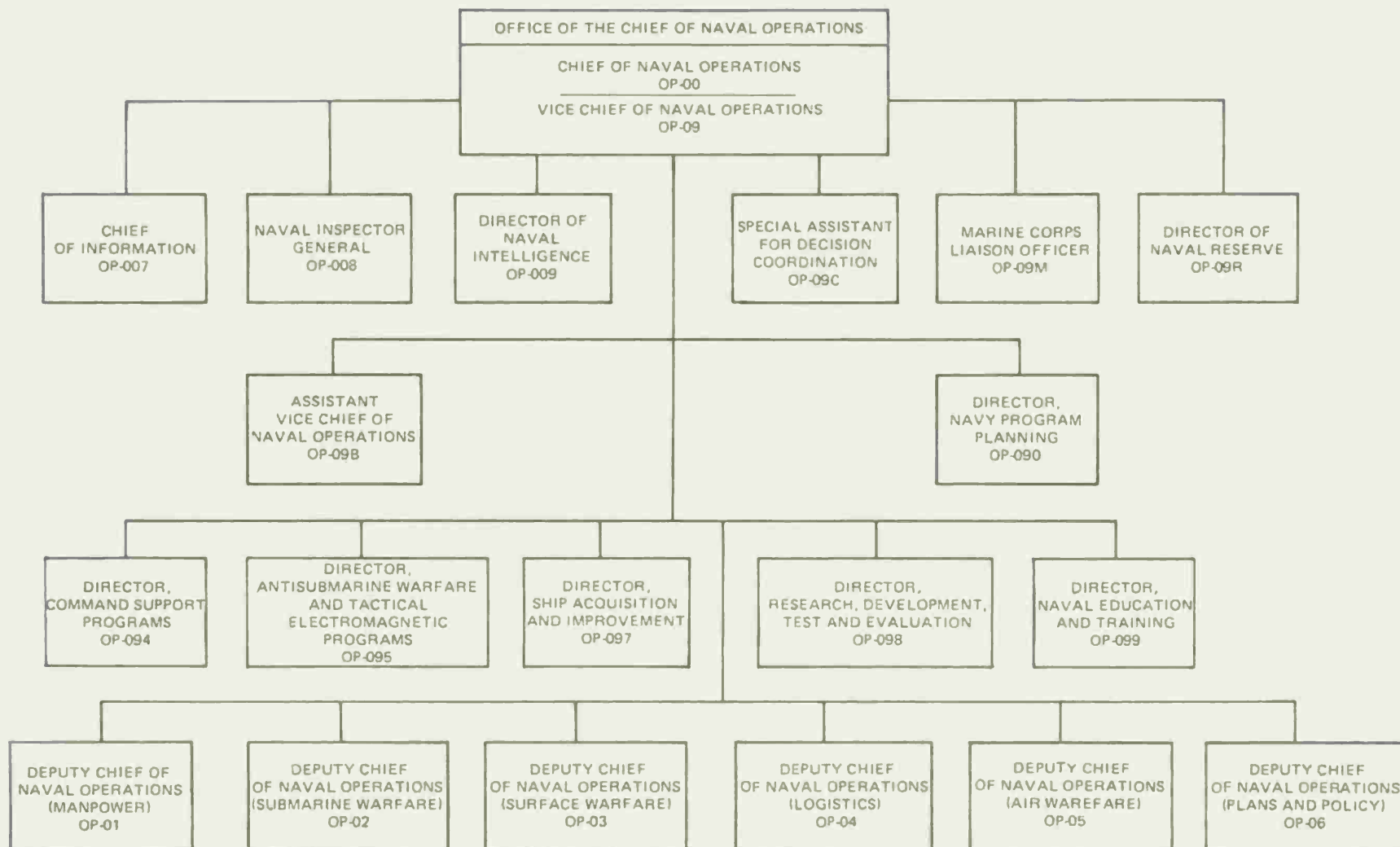


Figure 20. Organization of the Office of CNO.

TABLE 2. PPB RESPONSIBILITIES OF THE OFFICE OF CNO.

I.	<u>Program Direction</u>	
	1. Chief of Naval Operations	OP-00
	2. Vice Chief of Naval Operations	OP-09
II.	<u>Program Coordinator</u>	
	1. Director, Navy Program Planning	OP-090
III.	<u>Program Development</u>	
	1. Command Support	OP-094
	2. Antisubmarine Warfare and Tactical Electromagnetic	OP-095
	3. Ship Acquisition and Improvement	OP-097
	4. Research, Development, Test, and Evaluation	OP-098
	5. Naval Education and Training	OP-099
IV.	<u>Force/Function Management</u>	
	1. Manpower	OP-01
	2. Submarine Warfare	OP-02
	3. Surface Warfare	OP-03
	4. Logistics	OP-04
	5. Air Warfare	OP-05
	6. Plans and Policy	OP-06
V.	<u>Staff Support</u>	
	1. Information	OP-007
	2. Inspector General	OP-008
	3. Intelligence	OP-009
	4. Decision Coordination	OP-09C
	5. MC Liaison	OP-09M
	6. Naval Reserve	OP-09R
	7. Administration	OP-09B

TABLE 3. SPONSORSHIP ASSIGNMENTS

SPONSOR	ASSIGNMENTS	
MISSION	Strategic	OP-06
	General Purpose Forces	
	Sea Control Mission	OP-095
	ASW & Flt Surveil.	OP-095
	Flt Air Def (S to A)	OP-03
	Flt Air Def (A to A)	OP-05
	CV/Air Strike Forces	OP-05
	Amphibious	OP-03
	UNREP and Support	OP-03
	Mobility Forces	OP-04
	C ³	
	Intelligence	OP-009
	Flt Command & Comm	OP-094
	CCP	OP-094
	General Support & Logistics	
	Support & Logistics	OP-04
	Shore Command	OP-09B
	R&D Support	OP-098
	Support to other Nations	OP-06
	Manpower & Training	
	Training	OP-099
	Individual Support	OP-01
FORCE/FUNCTION	Surface Warfare	OP-03
	Submarine Warfare	OP-02
	Air Warfare	OP-05
	Command Support	OP-094
NAVYWIDE SUPPORT	Manpower	OP-01
	Logistics	OP-04
	Command/Admin	OP-09B
	R&D	OP-098
	Training	OP-099
	Military Assistance	OP-06
APPROPRIATION	SCN	OP-03
	APN	OP-05
	OPN	OP-04
	WPN	OP-03
	RDT&E	OP-098
	MILCON	OP-04
	O&MN	OP-04
	MPN	CHNAVPERS
	O&MNR	OP-09R
	MCNR	OP-09R
	RPN	OP-09R

TABLE 4. MAJOR MISSION AND SUPPORT CATEGORIES BY
SPONSOR ASSIGNMENT FROM PROGRAMMING MANUAL.

Sponsor/Title	Category	Mission Code
1. OP-01 DCNO Manpower	Personnel Support (Navy)	PS
2. OP-03 DCNO Surface Warfare	Amphibious Forces Naval Support Forces	AM NS
3. OP-04 DCNO Logistics	Mobility Forces Base Operating Support (Navy) Medical Support (Navy) Logistics (Navy)	MF BO MD LG
4. OP-05 DCNO Air Warfare	Tactical Air Forces Force Support Training Flight Training	TN FT IT
5. OP-06 DCNO Plans and Policy	Strategic Forces Military Assistance Service Funded (Navy) Procurement of Allies War Reserve Stocks	SF SO SO
6. OP-090 Program Planning Office (Navy)	Other Mission Command (Overall)	MS CM
7. OP-094 Command Support Programs	Security Communications Geophysical Activities Command (Fleet)	I C GA
8. OP-095 Office of Antisubmarine Warfare Programs	ASW and Fleet Air Defense	AS
9. OP-098 Office of Research, Development, Test and Evaluation	Research and Development	R
10. OP-099 Director, Naval Education and Training	Training Support Individual Training	FT IT
11. OP-09B Director of Naval Administration	Command (Unified/Shore)	CM
12. OP-009 Director of Naval Intelligence	Intelligence	I

TABLE 4 (Continued).

Sponsor/Title	Category	Mission Code
13. DONPIC Department of Navy Program Information Center	Miscellaneous Cost	MS
14. CMC Commandant of Marine Corps	Land Forces Tactical Air Forces (MC) Military Assistance Service Funded (MC) Base Operating Support (MC) Personnel Support (MC) Training (MC) Command (MC) Logistics (MC)	LF TM SO BO PS FT, IT CM LG

The various staff offices within the Office of CNO coordinate staff functions, as well as assist and advise the CNO in specific areas of interest which require staff support. The staff offices provide public information, inspection, intelligence, decision coordination liaison, and reserve affairs staffing capabilities to the CNO and VCNO. The AVCNO for Administration (OP-09B) is also included under the heading of staff support. OP-09B serves not only as a staff assistant to CNO but also as the executive to the VCNO. This office also provides administrative support to all of OPNAV.

The specific missions of each of the organizational units described briefly above are contained in the Office of the Chief of Naval Operations Organizational Manual, OPNAVINST. 5430.48. In order to provide a convenience to the reader, the organization charts and selected missions of the various units have been extracted from the CNO Organization Manual and are attached as Appendix A to this report.

The other parts of the structure under CNO — Headquarters Command (CNM) and Bureaus, Systems Command and Support/Functional Commands, and Operating Forces — will be discussed later in the report in their role as claimants.

It should also be pointed out here that the CNO interacts with SECNAV at Organizational Level III as a complete unit. The Organization of the Office of the CNO has been presented in order to specify the formal Navy framework through which the CNO fulfills his responsibilities.

INTERNAL NAVY MANAGEMENT STRUCTURE (LEVEL IV)

Organizational Level IV contains the internal Navy structure that relates the formal organization of the Office of CNO to the PPBS through the assignment of sponsorship of Major Mission/Support Categories to the various Program development, Force/Function, and Staff support offices. The sponsorship roles assumed by the various offices are outlined in Table 4. In addition to Major Mission/Support Categories sponsors, there are a number of other sponsorship roles that are assigned to the various offices, divisions, and branches within OPNAV. Definitions of the major sponsors are contained in Table 5 (also see Table 3).

TABLE 5. DEFINITIONS OF SPONSORS.

Sponsor	Definition
Major Mission Sponsor	The CMC, a DCNO, or a Director of a major staff office who is designated as responsible for determining objectives, time phasing, and support requirements and for appraising readiness and capability to fulfill the assigned mission.
Force/Function Sponsors	A DCNO or Director of a major staff office who is responsible for an identifiable area of activity which includes one or more force or support missions. His responsibility covers aggregations of interrelated programs or parts of programs found in several mission areas.
Navywide Support Sponsors	A DCNO or Director of a major staff office who is designated responsible for an identifiable area of support Navywide. His responsibility covers aggregations of interrelated programs or parts of programs found in several mission areas.
Program Element Sponsor	The DCNO or Director of a major staff office who is responsible for force composition, funding support, and programmed manpower for a specific program element. He is responsible for objectives and planned programs for the out-years as well as for the development of Program Change Requests (PCRs).
Program Sponsor	The DCNO or Director of a major staff office who, by organization charter, is responsible for determining program objectives, time-phasing, and support requirements, and for appraising progress, readiness, and military worth for a given weapon system, function, or task.
Military Manpower Claimant	The military manpower claimant is the Command, Bureau, or Office in the administrative chain of command assigned responsibility by the Chief of Naval Operations for management of military manpower requirements of assigned activities.
Appropriation Sponsor	DCNO or a Director of a major staff office charged with supervisory control over an appropriation.

Since it is the purpose of this report to give an overview of the PPBS, no attempt has been made to identify all sponsors or the numerous interactions between sponsors. However, Figures 21 and 22 were developed to illustrate the structure of Mission and Support Category Sponsors in relation to POM development. Figure 21, which ties together the Mission and Support Category Sponsors in a block diagram, depicts the Director of Navy Program Planning (OP-090) as the common link among the sponsors. Figure 22 shows the relation of a Mission Sponsor (in this case, the DCNO for Logistics (OP-04)) to Force/Function Sponsors, utilizing the PPBS program element structure as a basis for identification. The construction of Figures 21 and 22 was based on assignments made in the Navy Programming Manual (5 June 1971 as amended). Appendix A contains additional block

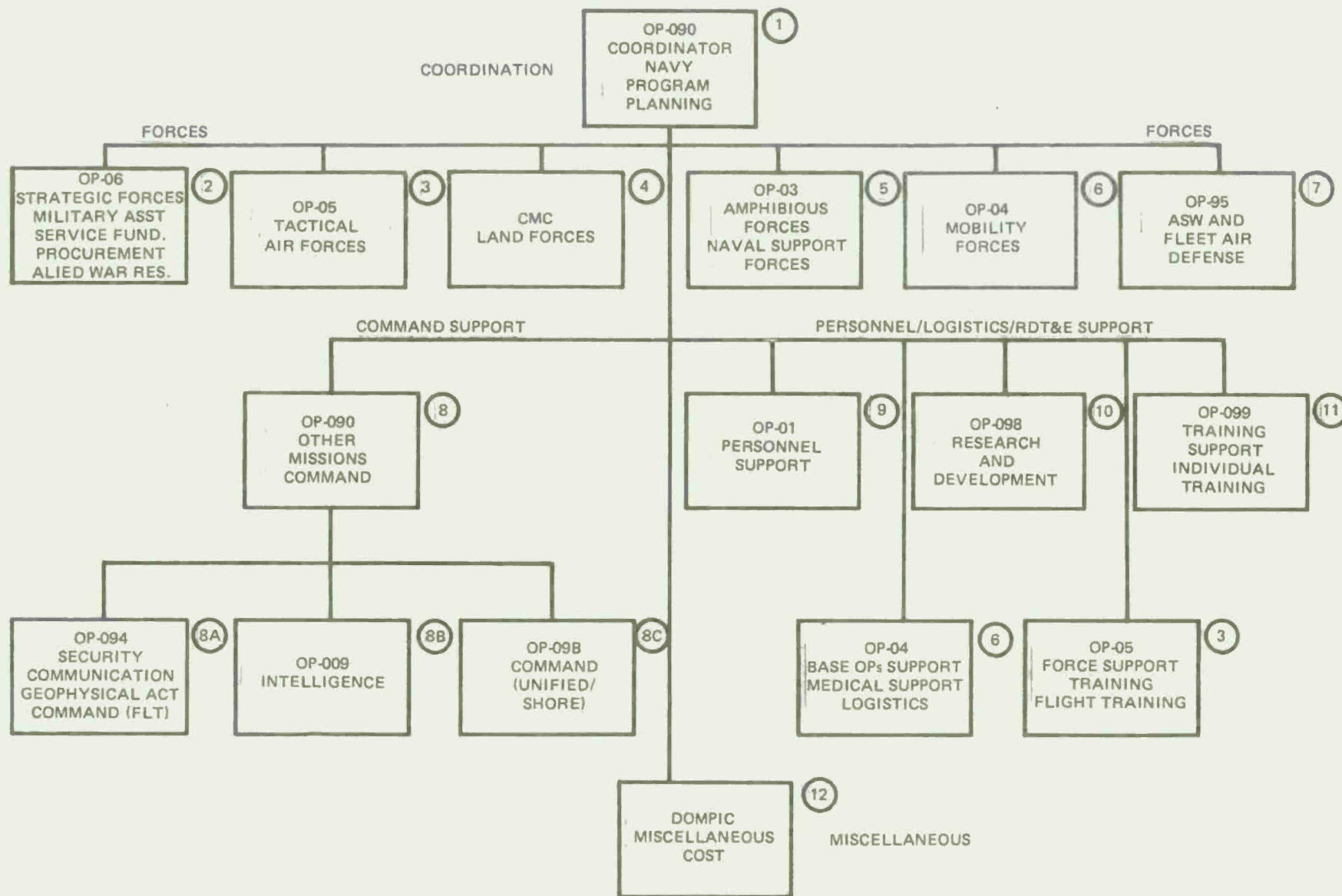


Figure 21. POM development structure by Major Mission and Support Category Sponsors.

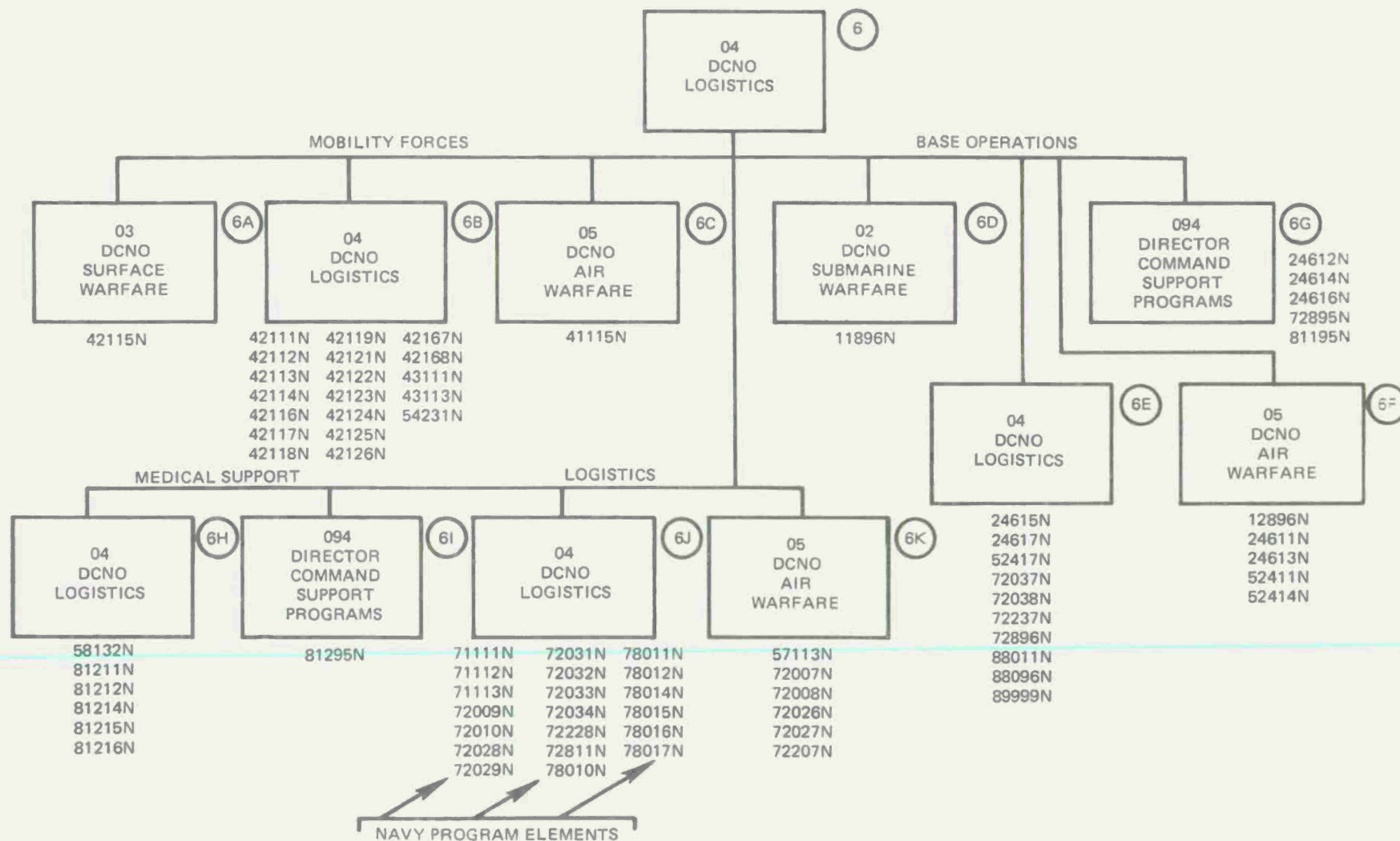


Figure 22. Block 6 – Relationship of Mission Sponsor to Force/Function Sponsors by program element assignment.

diagrams showing the common link of other Mission Sponsors, together with a table indicating the relationship between Force/Function Sponsors and Mission Sponsors.

The nature and character of the PPBS program element structure are shown in the aforementioned Navy Programming Manual, and are, therefore, not covered in detail in this report. It is sufficient to report that the accountability format is similar to a work breakdown structure, with ten major programs and succeeding subsets under each program. The ten major programs are as follows:

- 0 – Support of Other Nations
- 1 – Strategic Forces
- 2 – General Purpose Forces
- 3 – Intelligence and Communications
- 4 – Airlift and Sealift
- 5 – Guard and Reserve Forces
- 6 – Research and Development
- 7 – Central Supply and Maintenance
- 8 – Training, Medical, and Other Personnel Activities
- 9 – Administration and Associated Activities

The Mission Sponsors serve as a primary point of contact in the development of resources requirements, alternatives, impacts, and rationale applicable to their mission responsibilities. Force/Function, Navywide Support, Program, and Appropriation Sponsors must also address the resource requirement of their area of responsibility in the same manner. It is therefore incumbent on all sponsors to coordinate their efforts to ensure that all issues are addressed comprehensively. As indicated above, OP-090 acts as the central point in CNO through which the total PPB effort is brought together.

Figure 23 presents the organization of the Director of Navy Program Planning (OP-090). Under the CNO, OP-090 is tasked: "to exercise centralized supervision and coordination of the Navy Program Planning, study, and information effort in order to assure the integration of planning programming, budgeting, appraising, and information systems" (OPNAVINST 5430.48, August 1973). In order to accomplish this task, OP-90 is responsible for general planning and programming through the development and operation of an integrated program planning system; OP-92 provides for the development, coordination and maintenance of an integrated management/comptrollership system of staff service to assure cogent management control of funds and resources; and OP-96 completes the tripartite coordinating capacity of OP-090 by providing a system analysis capability to assist in the decision-making process.

MANAGEMENT STRUCTURE BELOW CNO (LEVELS V, VI, AND VII)

Claimants, subclaimants, and Activities make up the three remaining levels within the structure of PPBS. Each of these levels provide determinations and/or justification of aggregate as well as individual manpower requirements which serve as backup material for the POM.

The Claimants (Level V) interface directly with sponsors during POM development and provide supporting information to OP-090 to substantiate manpower resource

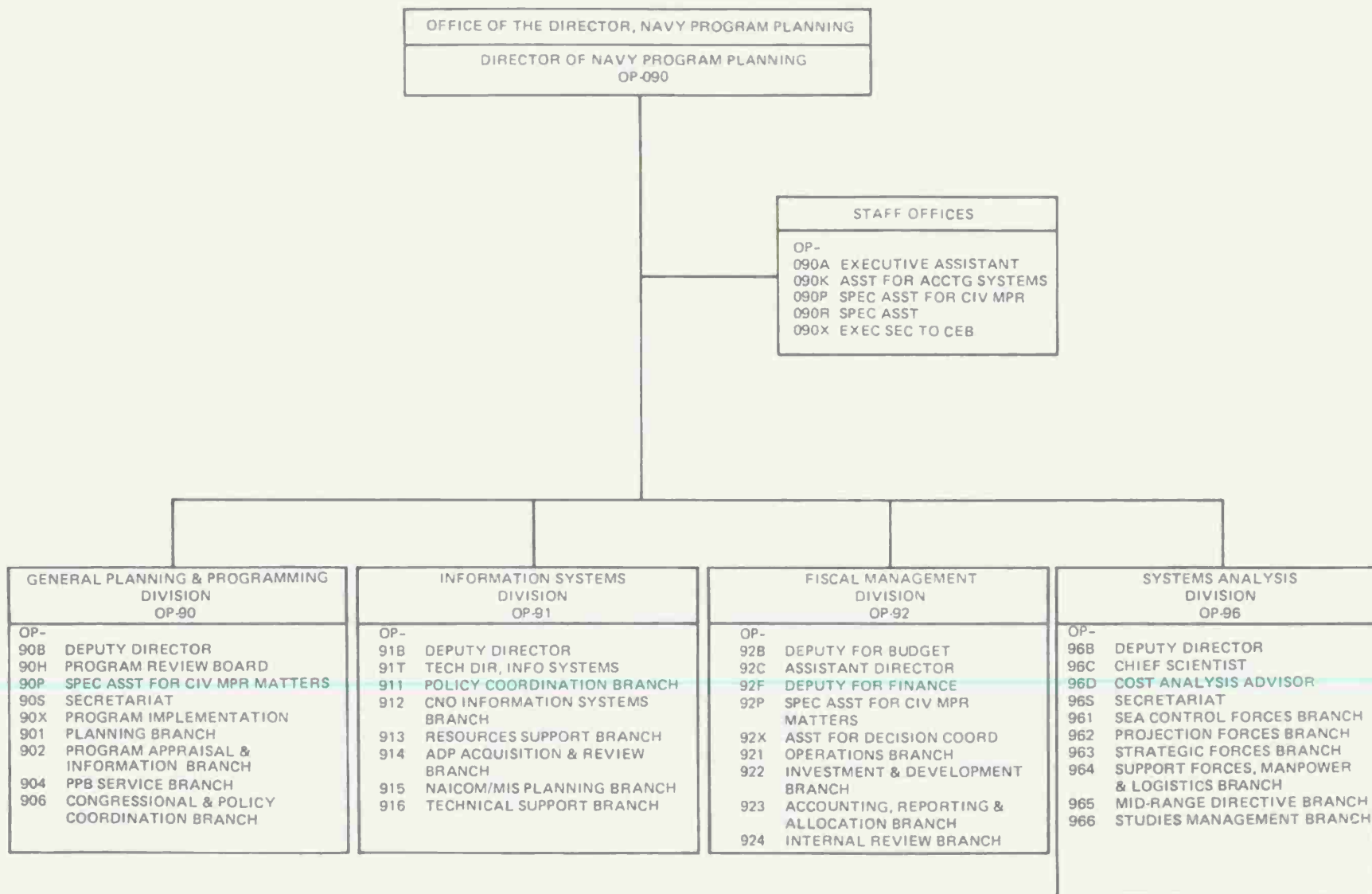


Figure 23. Organization of the Director, Navy Program Planning.

requirement. In addition, Claimants recommend changes to total manpower allocation as well as changes to Subclaimant or Activity manpower allocations.

Subclaimants (Level VI) in turn recommend changes to their total manpower allocation to the Claimants. Subclaimants also review and endorse activity requests for additions or modification of activity manpower authorization.

Activities (Level VII) determine manpower requirements for the performance of their assigned mission and recommend specific changes in billet requirements.

The inputs of Claimants, Subclaimants, and Activities are derived from the assessment of the required capabilities and workload imposed by the plans and programs generated by higher authorities. It is essential therefore that timely and accurate information from the users of manpower — the Claimants, Subclaimants and Activities — be incorporated into the PPBS structure.

The organizational structures of Levels V, VI and VII will not be discussed further in this report since they comprise individual Claimants or Subclaimants. However, a list of Claimants is provided in Table 6 to identify the major users of manpower resources.

TABLE 6. NAVY MANPOWER CLAIMANTS

Central Operating Activity (COA)
Deputy Comptroller of the Navy
Chief of Naval Operations (OP-09B4)
Chief of Naval Research
Commander, Naval Intelligence Command
Commander, Naval Ordnance Systems Command
Chief, Bureau of Medicine and Surgery
Commander, Naval Air Systems Command
Chief of Naval Personnel
Commander, Naval Supply Systems Command
Commander, Naval Sea Systems Command
Commander, Naval Facilities Engineering Command
Commandant of the Marine Corps
Director, Strategic Systems Project Office
Commander, Military Sealift Command
Chief of Naval Material
Commander, Naval Electronic Systems Command
Commander in Chief, U.S. Atlantic Fleet
Commander in Chief, U.S. Naval Forces, Europe
Chief of Naval Education and Training
Commander, Naval Communications Command
Commander, Naval Weather Service Command
Oceanographer of the Navy
Chief of Naval Reserve
Commander, Naval Security Group Command
Commander in Chief, U.S. Pacific Fleet
Director of Navy Laboratories

STRUCTURE OF MANPOWER RESOURCE MANAGEMENT

The Deputy Chief of Naval Operations (Manpower) is tasked to act as the principal advisor to the CNO and SECNAV on Navy military manpower matters, and is therefore the focal point of manpower resource management. The DCNO (Manpower) OP-01 is tasked to plan, program, control, and appraise the Navy's military manpower requirement, as well as the development of systems for improved planning, requirements determination, and utilization of Navy military and civilian manpower. To accomplish this mission, OP-01 must deal not only with the Major Mission Sponsors and Claimants, but also with the principal organizational units which have the responsibility for providing funds, people, and training for the manpower resources of the Navy.

The structure of manpower resource management in the Navy encompasses program development, requirement determination, inventory control, and inventory development. Program development is the identification of required resources in terms of money and billets associated with the various program elements. Requirements determination is the definition of the quality and quantity of manpower needed to accomplish the missions of the various activities, units, and commands of the Navy. Manpower inventory control is the function of providing the personnel to satisfy the billets identified in program development through the requirements determination process. Manpower inventory development is the function of acquiring and training personnel to maintain the manpower inventory.

It can be seen from the above that each element of the manpower resource management structure is dependent on the other functional components of the management system. The Navy's program cannot be properly developed without manpower determination. The determination and programming of manpower requirements are of little value if personnel cannot be provided from the inventory, and the inventory cannot be maintained if the personnel are not acquired and trained.

The major participants in the manpower resource management structure of the Navy are OP-090, OP-01, OP-099, OCMM, BUPERS and CNET. OP-090 functions as the coordinator of all program development actions. OP-01 is the focal point of military and civilian manpower determinations. OCMM acts as the coordinator of civilian manpower matters and interfaces with both OP-090 and OP-01. BUPERS manages the personnel inventory and provides for the acquisition of new personnel. OP-099 plans and programs the training capability necessary to maintain the quality of personnel in the inventory. CNET develops and manages the training capability of the Navy.

Figure 23, shown in the previous section, displays the organization of OP-090. Figure 24 pictures the combined organization of DCNO for Manpower and the Chief of Naval Personnel. The organization charts for OCMM, OP-099 and CNET are contained in Figures 25, 26, and 27 respectively. These organization charts of the major participants in the manpower resource management system are provided for reference, but will not be discussed in detail. The identification of the functional responsibilities of the organizational units shown in the various charts are to be described in other reports which will be developed as part of the MARRCS Phase I analysis.

Figure 28 attempts to summarize the interactions of the participants in the program management, resource management, and program operations areas in a manpower planning context. Program monitoring and development are accomplished primarily by the program sponsors. The interactions of the program sponsors are represented by the interlocking cubes linking sponsors of the Force, Command Support, and Personnel/RDT/E/Logistics Support Missions of the Navy. Program operations are accomplished by the Claimants or users of the

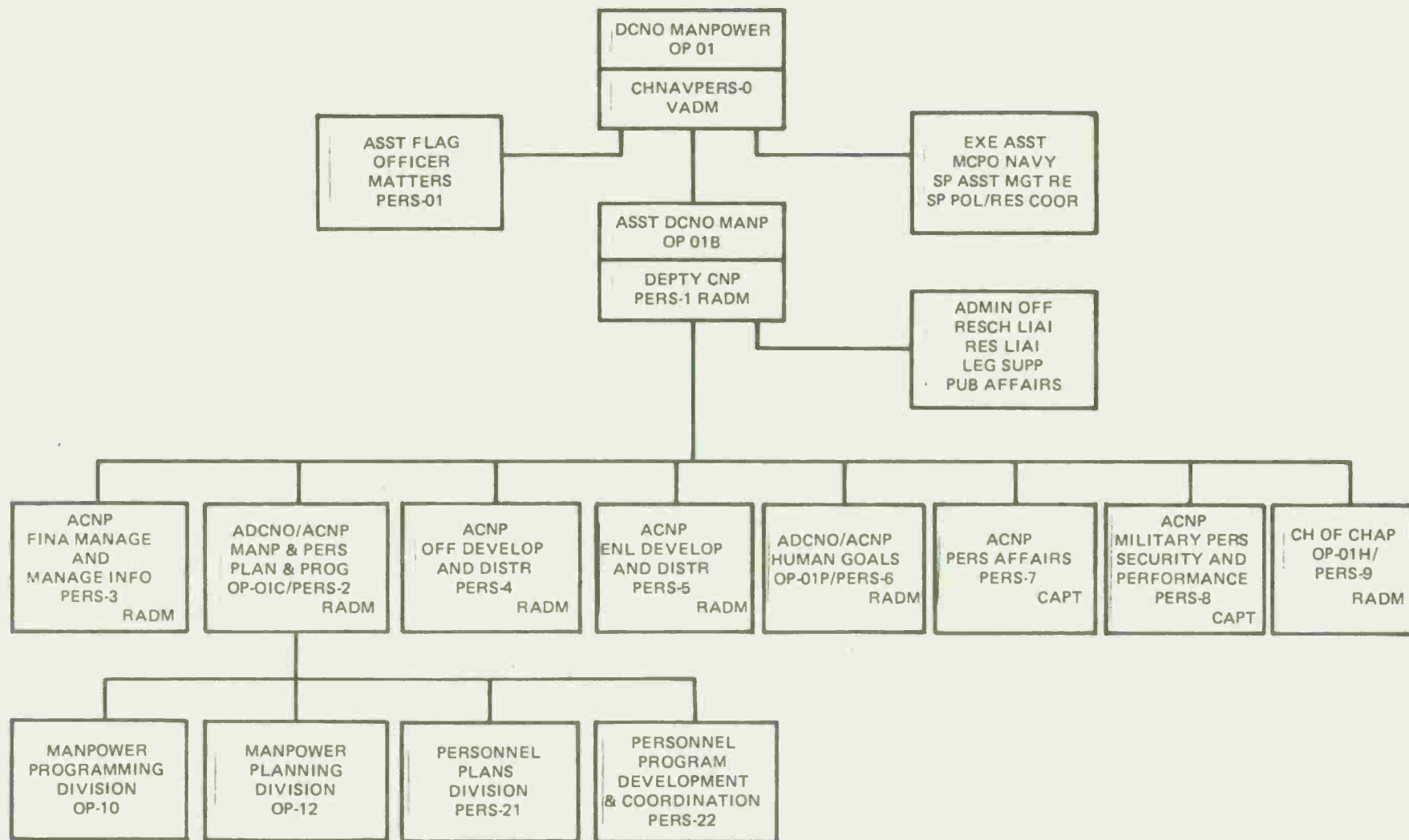


Figure 24. Combined organization of the Deputy Chief of Naval Operations for Manpower and the Chief of Naval Personnel.

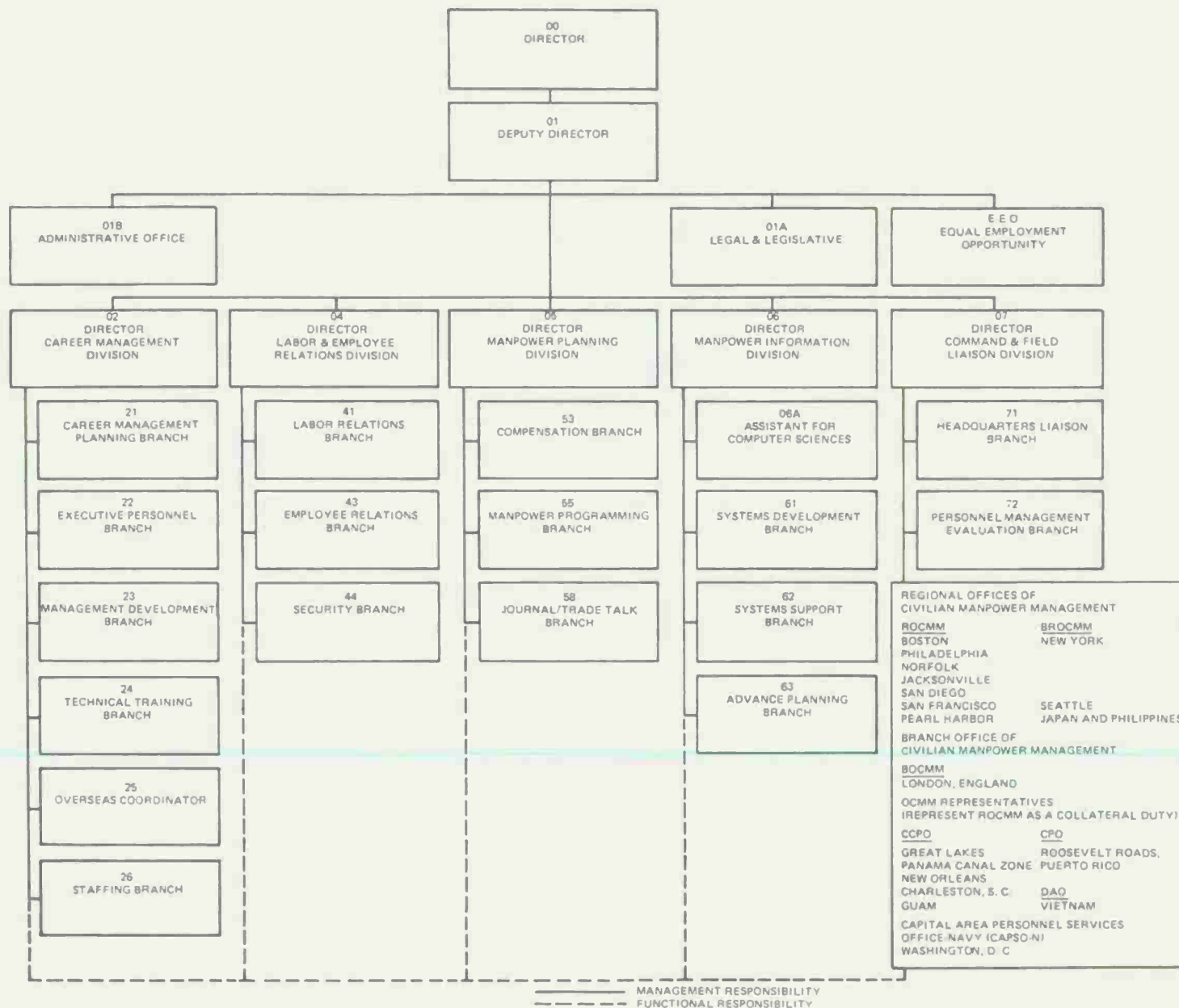


Figure 25. Organization of the Office of Civilian Manpower Management.

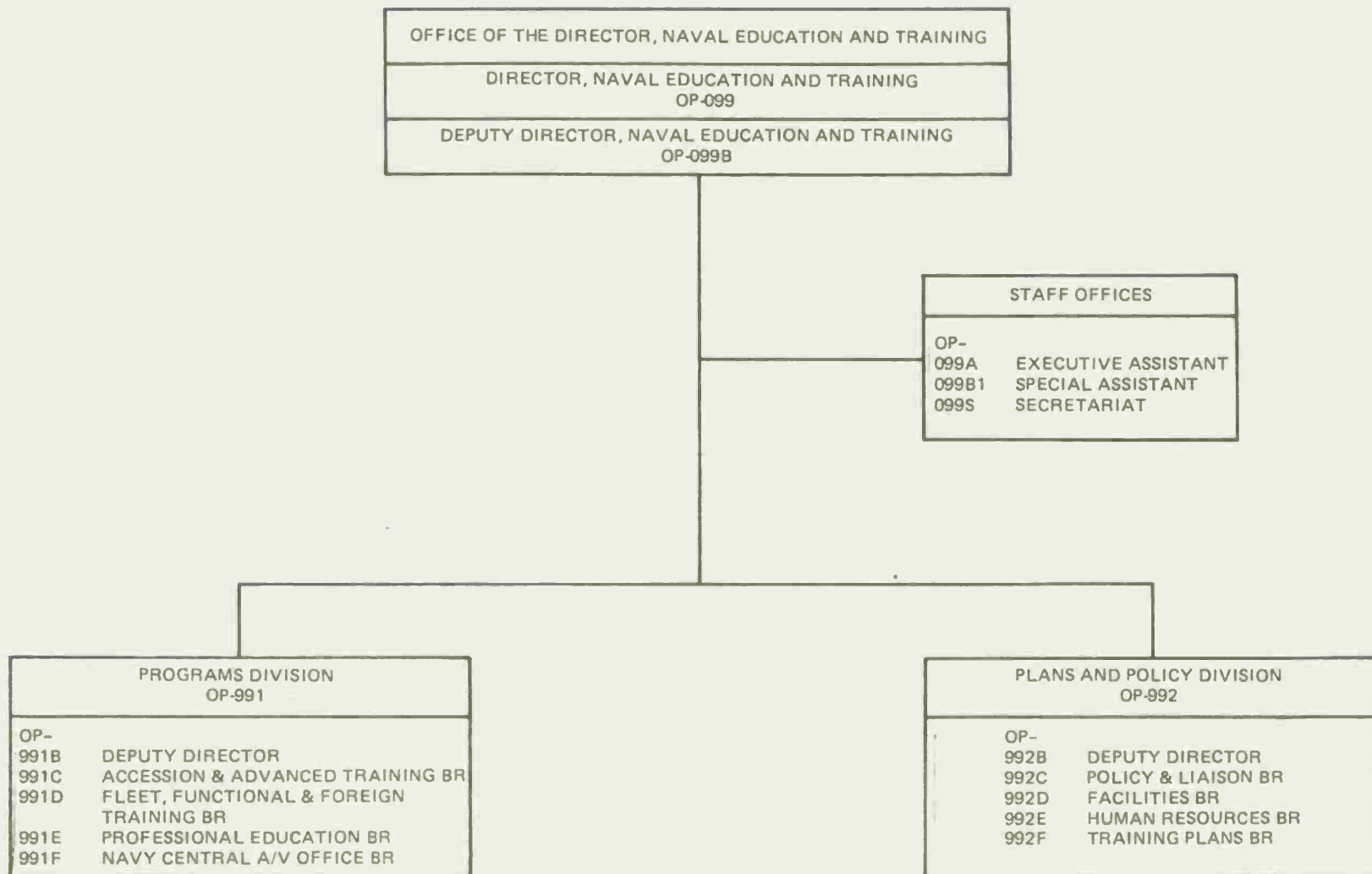


Figure 26. Organization of the Office of the Director, Naval Education and Training.

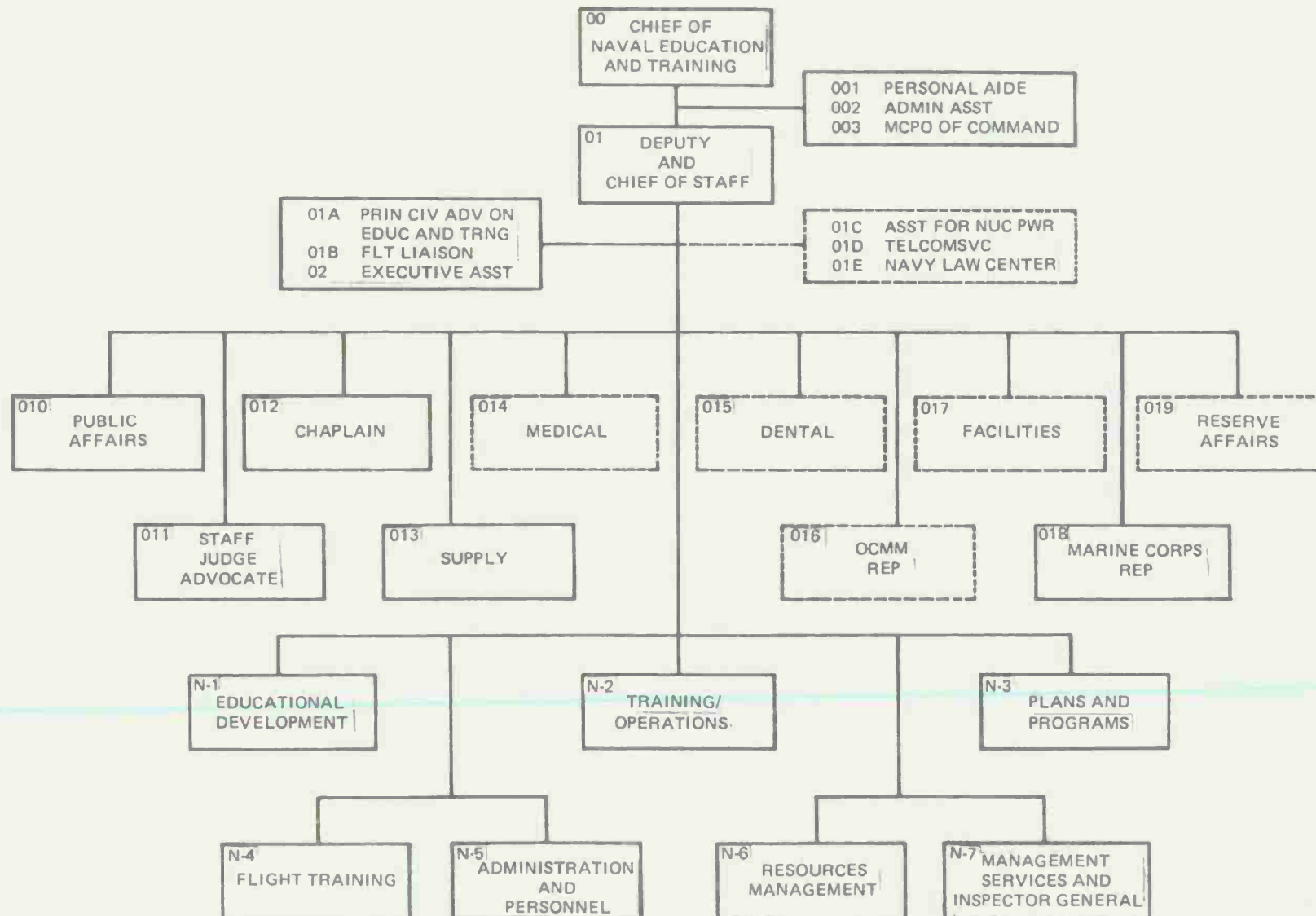


Figure 27. Organization of the Chief of Naval Education and Training.

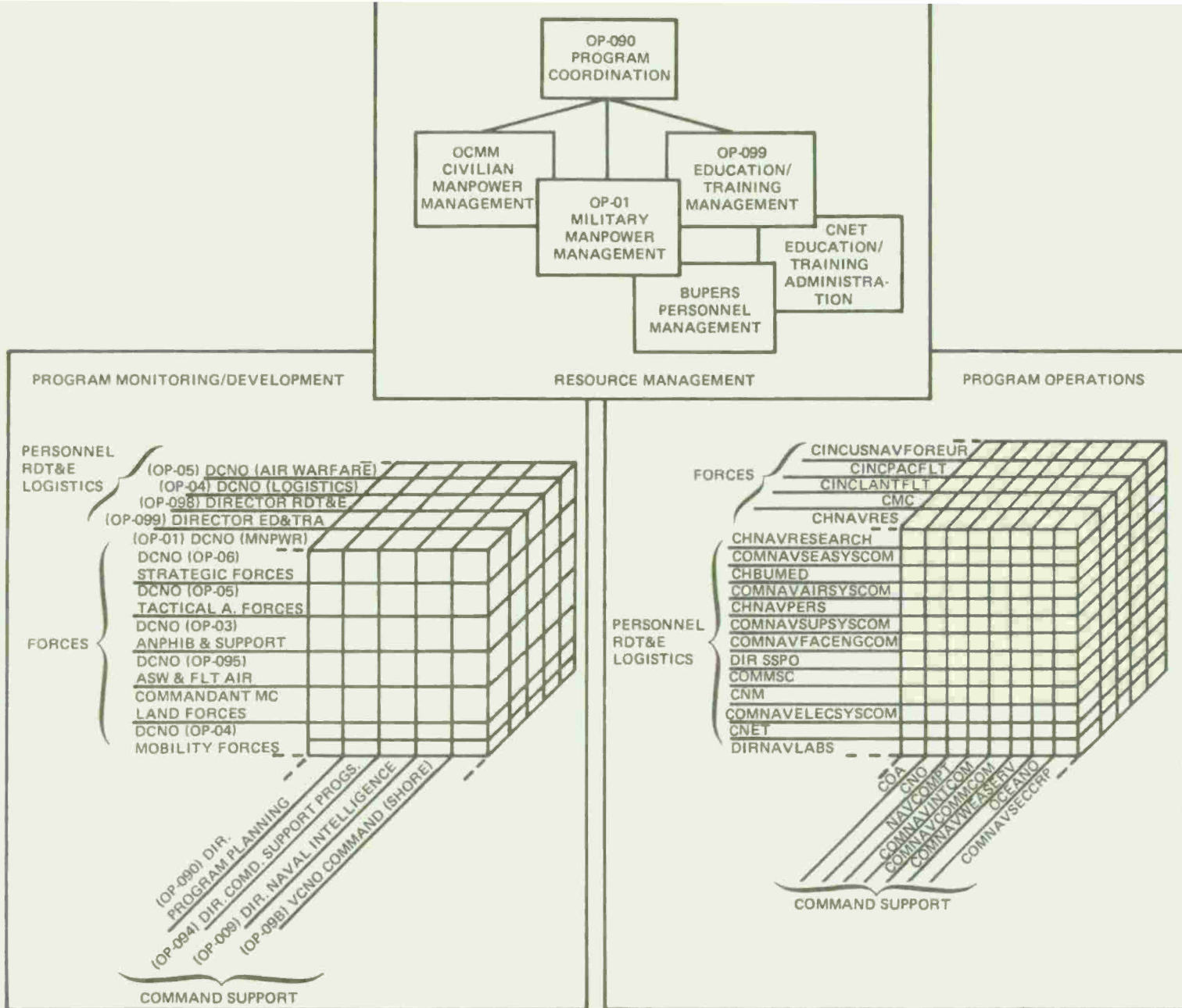


Figure 28. Interlocking relationships of manpower.

manpower and material resources of the Navy. The interactions of the claimants are also represented by interlocking cubes linking the Missions of the Navy. The manpower resource management structure is interlocked with both the Sponsor and Claimant networks in Figure 28 to illustrate the multichanneled communication network which supports the management of manpower resources.

The manpower resource management structure is built on a complex network of interactions between and among Sponsors, Claimants, and manpower managers which encompass both program development and operational considerations. The identification of the major participants in the various subnetworks of the PPBS which have been described in this System Reference is the foundation from which data collection in support of a system's analysis of the PPBS is being conducted.

PERSPECTIVE

OVERVIEW

The primary purpose of this report has been to establish an understanding of the formal planning and programming processes which generate demands upon manpower/personnel managers. What has been attempted is essentially a rearrangement of significant organizational, functional, and administrative structures in such a manner that they highlight the manpower/personnel variable in the system.

Accordingly, the approach to the development of baseline data for systems analysis was tailored to the manpower/personnel decision processes embedded in the Program Objective Memoranda (POM) Cycle of the PPBS.

FOCAL POINT FOR SYSTEMS ANALYSIS

In the above context, the need to identify a focal point where an analysis of the manpower planning and programming processes should be centered is evident. Based on the organizational structure of the Office of CNO, the selected focal point was the Office of the Assistant Deputy CNO (Manpower Planning and Programming, OP-01C). Therefore, this was the starting point for examining current manpower policies and procedures, since the DCNO (Manpower), OP-01 is tasked to act as the principal advisor to the CNO and Secretary of the Navy on manpower matters.

Within the selected organization, three major areas of planning and programming for manpower are identified as primary points in a postulated entry scenario for analysis. These are:

1. OP-01CC -- Assistant for JCS Manpower Matters
2. OP-121 -- Manpower Analysis and Systems Development Branch (Coordinator for tentative CNO Program Analysis Memoranda and CNO Program Analysis Memoranda)
3. OP-103 -- Manpower Programming and Budget Support Branch (Coordinator for POM)

The entry scenario is focused first on the three primary entry points and then on the remaining operating branches of the organization.

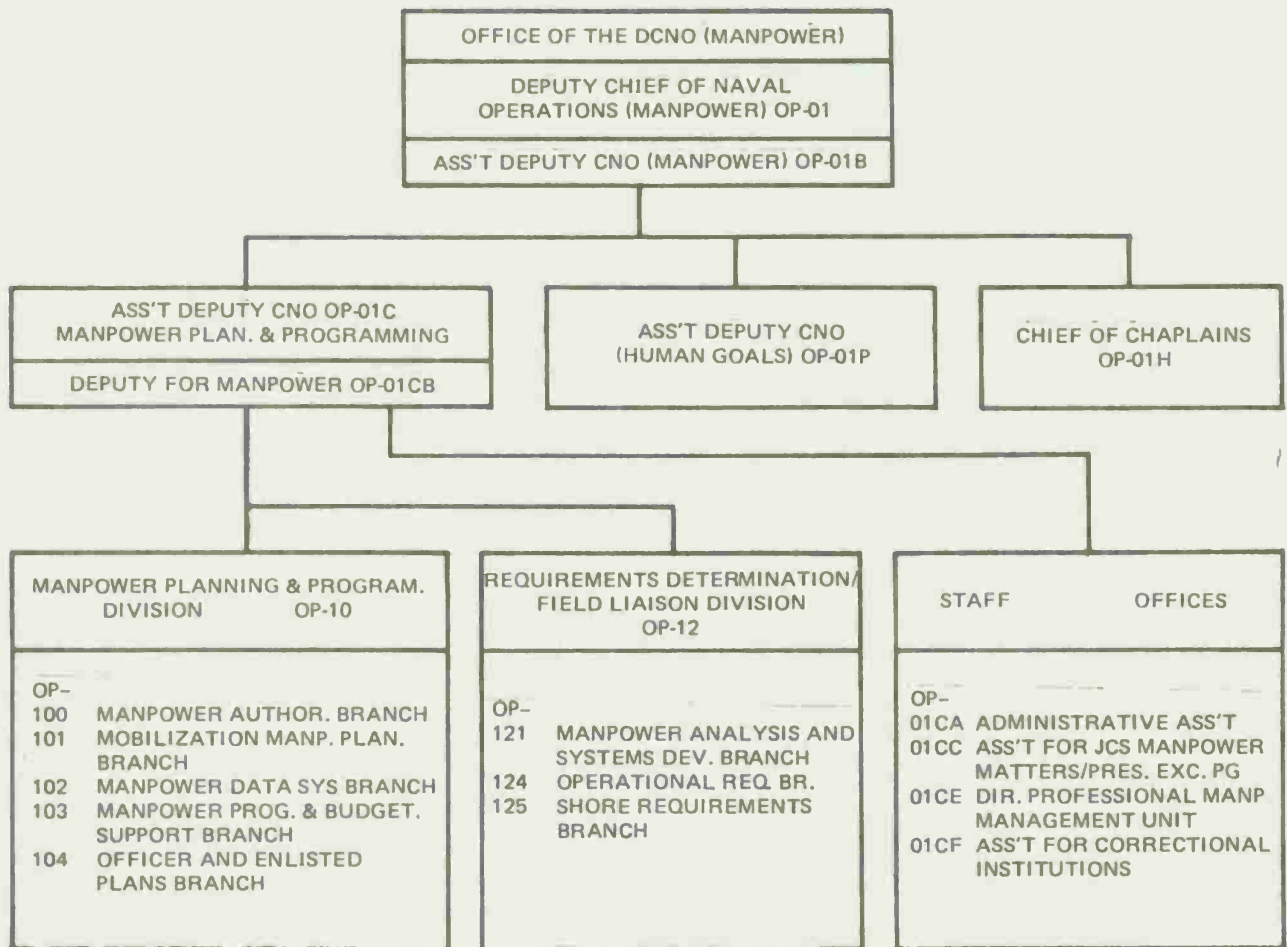


Figure 29. Organization of the Office of the Deputy Chief of Naval Operations (Manpower).

Figure 29 includes the various functional elements within the ADCNO (Manpower Planning and Programming Organization, OP-01C).

ADCNO (OP-01C) POSITION IN CPAM AND POM PROCESSES

The analysis approach is tailored to the manpower and personnel decision processes embedded or explicit in the POM Cycle of the PPBS. It is important that some recognition be made of the impact that the POM cycle exerts on the various functional and organizational elements of Navy management both internal and external to the OP-01C organization.

Figure 30 is an exposition of this impact in terms of the various interface points for both POM and CPAM response and development. The primary points of entry are in each of the principal operating divisions, i.e., The Manpower Planning and Programming Division (OP-10) through its Manpower Programs and Budget Support Branch (OP-103), and the Requirements Determination/Field Liaison Division (OP-12) through its Manpower Analysis and Systems Development Branch (OP-121).

While the flow between the various nodes cannot be recognized as easily in actual operation, the complexity and magnitude of this decision network as portrayed is evident.

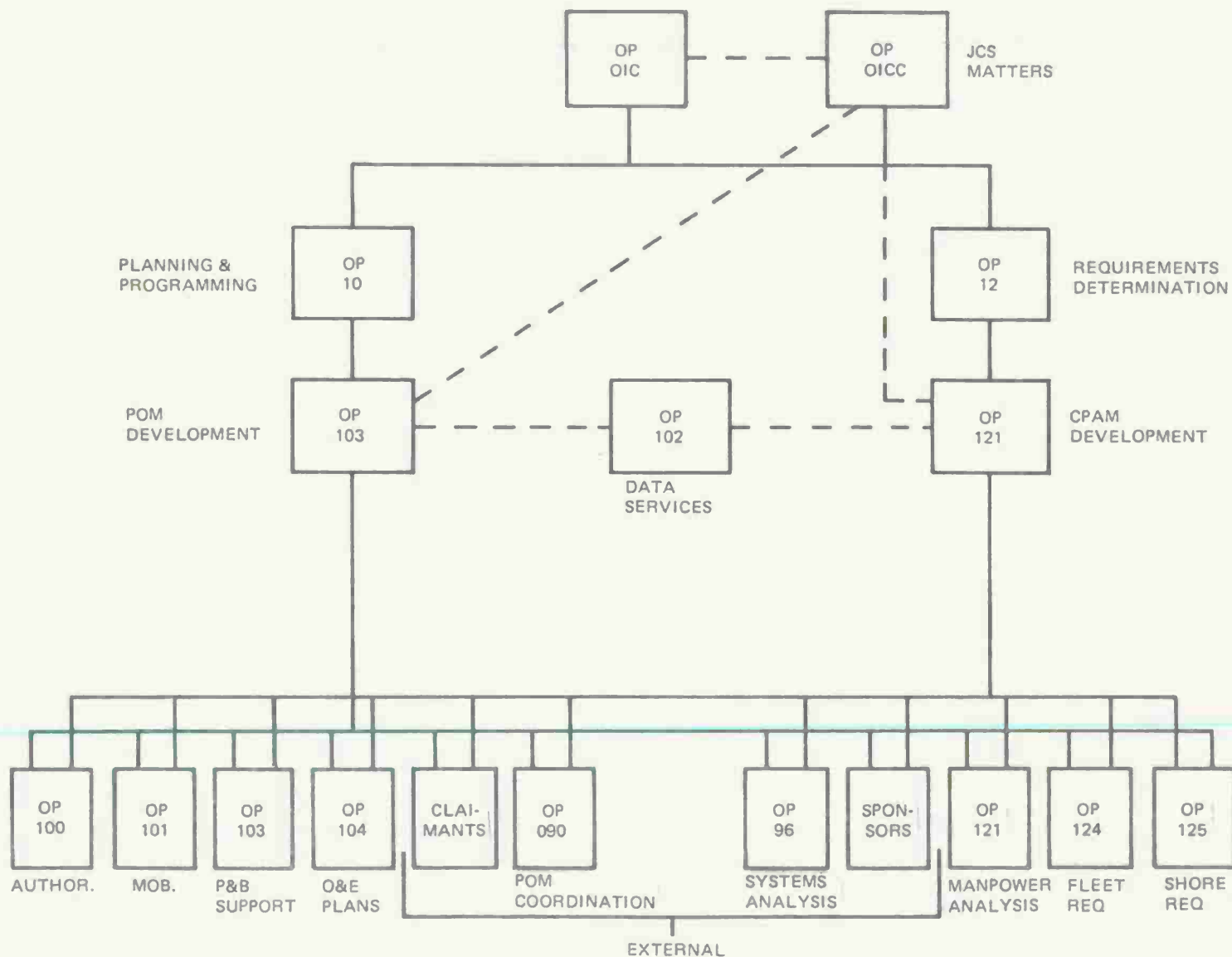


Figure 30. OP-01 CPAM and POM development relationships.

Even in this example, certain aggregative procedures are necessary. To illustrate, if "Claimant" and "Sponsor" nodes were expanded to their true dimensions, the resulting decision network would become so entangled with detail that it would reach an unacceptable level of understanding (there are approximately 26 Claimants and over 30 Sponsors).

Not all the participants in the POM and CPAM processes are as involved with human resources as the OP-OIC organization. However, each has a participating role. In a number of instances, manpower planning has been cast in a Mission, Force/Function sponsorship setting. In such a setting, the principal trigger mechanisms which generate the need for human resources appear to be the Navy's postulated "hardware" requirements.

To most Mission and Force/Function Sponsors, the primary consideration in the planning cycle is that of determining the necessary mix of various forces (ships, planes, and facilities) required to accomplish approved strategic and tactical plans. These plans are naturally based on a current and forecasted national defense posture which is annually updated in the DoD FYDP. The determination of the required human resources to man the various mixes of forces and facilities is mostly an ancillary function of these Sponsors. This is not to infer that the human resource variable is not considered by these managers, only to point out that their foremost consideration is one of "hardware" vis-a-vis men.

It is in this setting that the OP-OIC staff must operate. Policy, procedures, and decisions affecting officer and enlisted skill levels/mixes, work weeks, statutes, sea/shore rotation, operational and conditional manning, staffing standards, and career progression structures are just samples of the many and varied factors that manpower planners must cope with in supporting the Mission and Force/Function Sponsors' hardware-oriented force structure. The various sponsor "planners" are naturally capable of developing reasonable estimates of human resource skills and mixes in a per unit type of consideration to meet their particular mission or force needs. This is particularly true in the last decade, where most "hardware" acquisitions include a contractor requirement to determine and justify the operational and maintenance support manpower necessary for effective performance of the "hardware" in an operational environment.

Contractors are guided by the various and sundry manpower "guides," criteria, and formal instructions promulgated by OP-OIC. However, it is in the aggregation of all manpower needs that the OP-OIC organization must execute its major decision function. Policies and constraints must be applied to complex aggregate manpower needs. Such factors as fiscal limitations, training capacities, ceilings, strategic exigencies, etc. must all be considered in determining the quality and quantity mix of manpower required to support an approved or postulated force structure.

The arena in which the manpower planner must operate is one of constant and never-ending tradeoffs. Even after completing the task of ascertaining manpower mixes required, he must maintain constant rapport with the Personnel Inventory Manager. On one hand he has stipulated "what is required," and on the other hand he must determine if the personnel manager can provide these needed resources from "what is available." Invariably mismatches occur and since the personnel manager cannot instantly react to rapidly changing needs, alternative overall billet adjustments (tradeoffs) must be made. This is particularly true in certain areas where training capabilities, curricula, acquisition and attrition rates, etc., overtax or constrain the system to the point that technical manpower needs cannot be supported from the existent or forecasted Navy personnel inventory.

SYNOPSIS

The nature and purpose of this baseline information study is such that it does not lend itself to the specification of conclusions, findings, or recommendations. The purpose for which it was developed has been well served. It established a foundation upon which an organized data acquisition procedure can be carried out, and a baseline upon which an analysis of the manpower variable in the system can be performed.

Much of the information in various sections of the report will rapidly become outdated because of the dynamic characteristics of the management system. However, the basic lines of communication and levels of management decisions will remain relatively constant. In this respect, the formal structure depicted herein can be most helpful to individuals who seek a foundation upon which to build a clearer understanding of manpower planning within a PPBS posture.

In developing this study, considerable use was made of the Navy Planning and Programming Manual and other relevant Navy organizational manuals and instructions. In some instances, formal organizational charts were extracted in toto. In other cases (particularly those dealing with the PPBS and POM), formal procedures were merely rearranged to form an event and sequential-oriented flow as opposed to a functional or organizational flow. Wherever possible, due recognition was made of the source from where the information was extracted.

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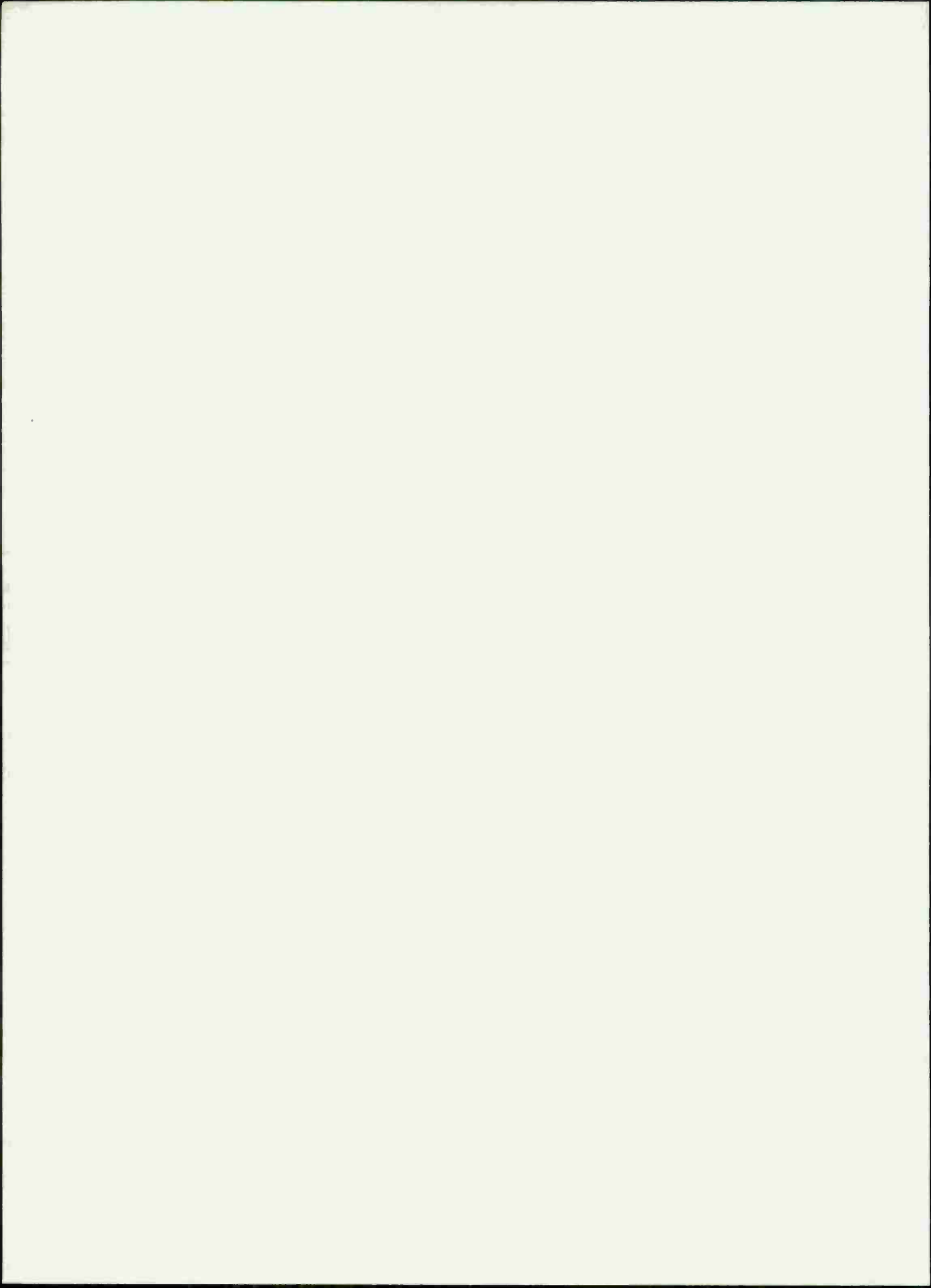
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ABBREVIATIONS AND ACRONYMS

ACNO	Assistant Chief of Naval Operations
ASD(A)	Assistant Secretary of Defense, Administration
ASD(C)	Assistant Secretary of Defense, Comptroller
ASD(SA)	Assistant Secretary of Defense, Systems Analysis
ASN(FM)	Assistant Secretary of the Navy, Financial Management
ASN(I&L)	Assistant Secretary of the Navy, Installations and Logistics
ASN(R&D)	Assistant Secretary of the Navy, Research and Development
BUMED	Bureau of Medicine and Surgery
BUPERS	Bureau of Naval Personnel (Synonymous with NAVPERS)
CHEB	Chief of Naval Operations Executive Board
CMC	Commandant of the Marine Corps
CNA	Center for Naval Analysis
CND	Chief of Naval Development
CNM	Chief of Naval Material
CNO	Chief of Naval Operations (Member of JCS)
CNET	Chief of Naval Education and Training
CHNAVRES	Chief of Naval Reserve
COA	Central Operating
COM	Commander
COMMSC	Commander Military Sealift Command
COMNAVCOMCOMM	Commander Naval Communications Command
COMNAVINTCOM	Commander Naval Intelligence Service
COMNAVSECGRP	Commander, Navy Security Group
COMNAVWEASERV	Commander Naval Weather Service
CPAM	CNO Program Analysis Memoranda
CPPG	CNO Policy and Planning Guidance
CY	Calendar Year
CINCUSNAVFOREUR	Commander in Chief U.S. Naval Forces, Europe
CINCLANTFLT	Commander in Chief Atlantic Fleet
CINCPACFLT	Commander in Chief Pacific Fleet
DCNO	Deputy Chief of Naval Operations
DCP	Development Concept Paper
DDR&E	Director, Defense Research and Engineering
DIRSSPO	Director, Strategic Systems Project Office
DNFYF	Department of the Navy Five Year Program
DOD	Department of Defense
DON	Department of the Navy
DONPIC	Department of the Navy Program Information Center
DPM	Draft Presidential Memorandum
DPPG	Department of Defense Policy and Planning Guidance
DIRNAVLABS	Director of Navy Laboratories
FGM	Fiscal Guidance Memorandum
FYDP	Five Year Defense Program
GOR	General Operating Requirement
JCS	Joint Chiefs of Staff
JFM	Joint Forces Memorandum
JIEP	Joint Intelligence Estimate for Planning
JLRSS	Joint Long Range Strategic Studies

JRDOD	Joint Research and Development Objective Document
JSCP	Joint Strategic Capabilities Plan
JSOP	Joint Strategic Objectives Plan
LGM	Logistics Guidance Memorandum
LRO	Long Range Objectives
MARP	Manpower Allocation/Requirements Plan
MPN	Military Personnel, Navy
NAVAIRSYSCOMD	Naval Air Systems Command
NAVELECSYSCOMD	Naval Electronics Systems Command
NAVFACECOMD	Naval Facilities Engineering Command
NAVSEASYSYSCOMD	Naval Sea Systems Command
NAVSUPSYSCOMD	Naval Supply Systems Command
NAVCOMPT	Comptroller of the Navy
NCB	Director of Budget and Reports, NAVCOMPT
NAVPERS	Bureau of Naval Personnel (Synonymous with BUPERS)
NAVRESEARCH	Naval Research
NCP	Navy Capabilities Plan
NIPP	National Intelligence Projections for Planning
NLRG	Navy Long Range Guidance
NMRG	Navy Mid-Range Guidance
NOA	New Obligational Authority
NS&MP	Navy Support and Mobilization Plan
NSS	Navy Strategic Study
NTP	Navy Technological Projections
OCEANO	Oceanographer of the Navy
OCMM	Office of Civilian Manpower Management
OMB	Office of Management and Budget
O&MN	Operations and Maintenance, Navy
OPA	Office of Program Appraisal
OPN	Other Procurement, Navy
OPNAV	Office of the Chief of Naval Operations
OSD	Office of the Secretary of Defense
PAL	Program Adjustment List
PAM	Program Analysis Memoranda
PAMN	Procurement Aircraft
PAO	Primary Action Officer
PBD	Program/Budget Decision
PC	Program Coordinator
PCD	Program Change Decision
PCL	Program Change List
PCR	Program Change Request
PDM	Program Decision Memoranda
PDP	Program Development Papers
PDRC	Program Objectives Development and Review Committee
PDWG	Program Objectives Memorandum Development Working Group
PE	Program Element
PEDD	Program Element Descriptive Data Sheet
PESD	Program Element Summary Data Sheet
PM	Program Memorandum
POM	Program Objectives Memorandum

P&P	Plans and Programs
PPBS	Planning, Programming and Budgeting System
RAD	Resources Allocation Display
R&D	Research and Development
RDT&E,N	Research, Development Test and Evaluation, Navy
SAR	Selected Acquisition Report
SCN	Shipbuilding and Conversion, Navy
SECDEF	Secretary of Defense
SECNAV	Secretary of the Navy
SGM	Strategic Guidance Memorandum
SPS	Ships Planning System
TFG	Tentative Fiscal Guidance
TLG	Tentative Logistics Guidance
TPOM	Tentative Program Objectives Memorandum
VCNO	Vice Chief of Naval Operations
WGD	Working Group Director



APPENDIX A

**FUNCTIONAL BREAKDOWN OF ORGANIZATIONAL ELEMENTS FOR USE IN
DEFINING THE MISSION SPONSOR STRUCTURE IN NAVY PLANNING AND
PROGRAMMING PROCESSES.**

FUNCTIONAL BREAKDOWN OF ORGANIZATIONAL ELEMENTS FOR USE IN DEFINING THE MISSION SPONSOR STRUCTURE IN NAVY PLANNING AND PROGRAMMING PROCESSES

(Note: To be used mostly in conjunction with Figures 21 and 22 in the basic text.)

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MISSION STATEMENT OF THE CHIEF OF NAVAL OPERATIONS

OP-00

The Chief of Naval Operations is the senior military officer of the Department of the Navy and takes precedence above all other officers of the naval service, except an officer of the naval service who is serving as Chairman of the Joint Chiefs of Staff. He is the principal naval adviser to the President and to the Secretary of the Navy on the conduct of war, and the principal naval adviser and naval executive to the Secretary on the conduct of the activities of the Department of the Navy. The Chief of Naval Operations is the Navy member of the Joint Chiefs of Staff, and is responsible for keeping the Secretary of the Navy fully informed on matters considered or acted upon by the Joint Chiefs of Staff. The duties of the Chief of Naval Operations in his capacity as a member of the Joint Chiefs of Staff take precedence over all other duties. In his capacity as a member of the Joint Chiefs of Staff, he is responsible to the President and the Secretary of Defense for duties external to the Department of the Navy as prescribed by law.

Internal to the administration of the Department of the Navy, the Chief of Naval Operations, under the direction of the Secretary of the Navy, shall command the Operating Forces of the Navy (consistent with the operational command vested in the commanders of unified or specified combatant commands), which shall include the several fleets, seagoing forces, sea frontier forces, district forces, Fleet Marine Corps forces, the Military Sealift Command, and other forces and activities as may be assigned by the President or the Secretary of the Navy. The Chief of Naval Operations shall also command the Naval Material Command, the Bureau of Naval Personnel, and the Bureau of Medicine and Surgery. In addition, he shall command such shore activities as may be assigned to him by the Secretary of the Navy for the utilization of resources by and the operating efficiency of all commands and activities under his command.

MISSION STATEMENT OF THE VICE CHIEF OF NAVAL OPERATIONS

OP-09

The Vice Chief Naval Operations is appointed by the President, by and with the advice and consent of the Senate. He has such authority and duties with respect to the Department of the Navy as the Chief of Naval Operations, with approval of the Secretary of the Navy, may delegate to or prescribe for him. Orders issued by the Vice Chief of Naval Operations in performing such duties have the same effect as those issued by the Chief of Naval Operations.

The Chief of Naval Operations has delegated to the Vice Chief of Naval Operations complete authority to act in his stead in all matters not specifically reserved by law to the Chief of Naval Operations alone. The principal duties of the Vice Chief of Naval Operations shall be those of executive for the Chief of Naval Operations.

In the absence of the Vice Chief of Naval Operations, the Director of Navy Program Planning, OP-090, shall carry out and discharge routine Navy administrative business normally conducted by the Vice Chief of Naval Operations or his office, except that handling of normal administrative JCS matters, which is the responsibility of the Deputy Chief of Naval Operations (Plans and Policy), OP-06, will continue to be discharged by that official.

In the event of absence, disability, or unavailability of both Chief and Vice Chief of Naval Operations at the same time, the principles of lineal succession to command described in United States Navy Regulations shall obtain in determining that OPNAV officer of the unrestricted line by whom policy decisions shall be made.

**MISSION STATEMENTS AND/OR MANPOWER RELEVANT EXTRACTS
FROM THE MISSION STATEMENTS OF EACH OF THE MISSION
SPONSORS WITHIN THE OFFICE OF THE CHIEF OF NAVAL
OPERATIONS**

(Source: Organizational Manual, OPNAVINST 5430.48
Chg 2, 17 August 1973)

Block numbers correspond to block numbers identified in Figures 21
and 22 of the basic text and Figures A-1 through A-9 of this appendix.

BLOCK 1: COORDINATOR

**OP-090
DIRECTOR, NAVY PROGRAM PLANNING**

Mission: To exercise centralized supervision and coordination of the Navy program planning, study, and information effort in order to assure the integration of planning, programming, budgeting, appraising, and information systems within the Office of the Chief of Naval Operations and the management echelons subordinate to the Chief of Naval Operations.

**OP-090X
EXECUTIVE SECRETARY, CNO EXECUTIVE BOARD**

Mission: To act as the permanent staff for the CNO Executive Board (CEB).

**OP-090P
SPECIAL ASSISTANT FOR CIVILIAN MANPOWER MATTERS**

Mission: To provide civilian manpower management staff support to the Director of Navy Program Planning and the Chief of Naval Operations.

**OP-90
GENERAL PLANNING AND PROGRAMMING DIVISION**

Mission: To develop and operate an integrated program planning system for the Chief of Naval Operations and implement the responsibilities of the Director, Navy Program Planning with regard to Navy programs and plans related thereto.

**OP-91
INFORMATION SYSTEMS DIVISION**

Mission: Under the direction of the Director, Navy Program Planning, to act as the single Navy point of contact in support of the Senior ADP Policy Official (ASN(FM)); to exercise coordinating authority for all Automatic Data Processing (ADP) matters for the Navy; to direct and coordinate the development of plans for the use of automatic data processing; to evolve the basic concept and structure and develop criteria, policies and procedures appropriate for guiding and governing the development, implementation, and maintenance of command and management information systems for the Navy; to exercise centralized coordinating

authority over information systems development in the Navy; to administer, as the Director, Department of the Navy Automatic Data Processing Management, certain Department of the Navy-wide ADP programs as determined by the ASN(FM).

OP-92

FISCAL MANAGEMENT DIVISION

Mission: To develop, coordinate and maintain an integrated system of staff service in the financial management/comptrollership area to assure effective management control of funds and resources assigned to the Chief of Naval Operations.

OP-96

SYSTEMS ANALYSIS DIVISION

Mission: Under the direction of the Director, Navy Program Planning, to provide the Chief of Naval Operations with a system analysis capability to evaluate the relative effectiveness of alternatives in programs and program proposals and thereby to assist in the decision-making process; to conduct war game analyses and naval tasks (exclusive of politico-military games), and to provide war game support for other offices of OPNAV; to manage the CNO Studies and Analyses Program and coordinate this program with other Navy Department study efforts; to review and evaluate study results; and to implement the responsibilities of the Director, Navy Program Planning for conducting scientific, analytical and technical studies through the medium of the Center for Naval Analyses.

— To support the Chief of Naval Operations in his roles as principal naval advisor and as principal naval executive, with respect to the mid-range objectives of the Navy, including those pertaining to the total strategic, tactical, and technological future of seapower and other maritime-related matters involving the security and well-being of the United States.

BLOCK 2: STRATEGIC FORCES

OP-06

DEPUTY CHIEF OF NAVAL OPERATIONS (PLANS AND POLICY)

Mission: To develop and disseminate plans and policies, and serve as the principal adviser to the Secretary of the Navy and the Chief of Naval Operations on international politico-military matters, including foreign military assistance.

OP-60

STRATEGIC PLANS AND POLICY DIVISION

Mission: To perform the strategic planning function of OPNAV, to prepare command guidance, and to review and advise on policy matters (except those which are the responsibility of the Politico-Military Policy Division).

OP-62

STRATEGIC OFFENSIVE AND DEFENSIVE SYSTEMS DIVISION

Mission: To exercise, under the Deputy Chief of Naval Operations (Plans and Policy), as the Major Mission Sponsor for Strategic Forces. In this capacity, he will represent the Navy

in addressing overall Strategic Force and Systems Matters and will act as a single point of contact within and without the Navy for all issues requiring a single coordinated view of strategic concepts, requirements, and programs.

OP-63

SECURITY ASSISTANCE DIVISION

Mission: To plan, formulate, prepare, and coordinate Department of the Navy policy for Foreign Security Assistance, and implement Security Assistance programs under the provision of the Foreign Assistance Act, the Foreign Military Sales Act, and other applicable legislation and agreements. To coordinate Security Assistance matters of interdepartmental, interagency, and Department of the Navy interest.

BLOCK 3: TACTICAL AIR FORCES

OP-05

DEPUTY CHIEF OF NAVAL OPERATIONS (AIR WARFARE)

Mission: To implement the responsibilities of the Chief of Naval Operations with respect to the determination of requirements and force levels of naval aviation programs including the Naval Air Reserve and air warfare; to provide the requirements for aircraft carriers and specified aviation type ships; to provide for operational readiness, training, tactical doctrine, and operational requirements incident to these aviation programs; to act as his principal adviser on naval aviation matters including air warfare; and to act as his representative in naval air operational matters involving relationships with other governmental and civil agencies.

OP-50

AVIATION PLANS AND REQUIREMENTS DIVISION

Mission: To implement the responsibilities of DCNO (Air Warfare) pertaining to the preparation of plans, tactical doctrine and the definition of requirements to provide for naval aviation forces (including the Naval Air Reserve) and their logistic support. Included is the preparation of budgets and their sponsorship and coordination with pertinent offices to provide for integration into the overall Navy program planning system.

OP-51

AVIATION PROGRAMS DIVISION

Mission: To implement the responsibilities of DCNO (Air Warfare) pertaining to the management of naval aviation assets (excluding aircraft carriers).

OP-55

AIR WARFARE DIVISION

Mission: To implement the responsibilities of DCNO (Air Warfare) pertaining to air warfare in terms of operational readiness, training, and operational requirements.

OP-59

AVIATION TRAINING DIVISION

Mission: To fulfill the responsibilities of the DCNO (Air Warfare) in respect to specified training requirements of the Navy, the Naval Reserve and the U. S. Marine Corps; to act under the policy guidance of the Director, Naval Education and Training to supervise, coordinate, analyze, and direct the efforts of the commands, bureaus, and offices of the Navy in support of training programs related to the areas assigned to the DCNO (Air Warfare) in order to assure that adequately trained personnel are available when and where needed; and to act for and advise the DCNO (Air Warfare) in matters involving the training and qualifications of aviation personnel of the Naval Service.

BLOCK 4: LAND FORCES

Commandant of the Marine Corps not included because manpower requirements are determined separately.

BLOCK 5: AMPHIBIOUS AND NAVAL SUPPORT FORCES

OP-03

DEPUTY CHIEF OF NAVAL OPERATIONS (SURFACE WARFARE)

Mission: To implement the responsibilities of the Chief of Naval Operations with respect to the determination of requirements, force levels, and major characteristics of surface forces, and surface warfare programs including those in the Naval Reserve, to fulfill his responsibilities in respect to operational readiness, training and preparation for war of surface forces; to act as his principal adviser on surface warfare matters; to act as his representative in surface warfare matters involving relationships with other governmental agencies; to manage or administer specific programs which the CNO may direct.

OP-03S

SECRETARIAT/ASSISTANT FOR JCS MATTERS

Mission: Controls correspondence within the Office of the DCNO (Surface Warfare); serves as the central point of contact for OP-03 divisions and outside offices; provides staff assistance to the DCNO (Surface Warfare) by administering and coordinating Joint Action matters and matters pertaining to legislative liaison, other than budgetary matters.

OP-32

SURFACE WARFARE DIVISION

Mission: To implement the responsibilities of the DCNO (Surface Warfare) with respect to requirements, readiness, training, tactics, doctrine, planning, and programming relating to cruisers, destroyers, mobile support ships, amphibious warfare, naval inshore warfare, mine warfare and corresponding surface warfare Naval Reserve programs, tactical doctrine, exercise evaluation, and Navy participation in international standardization programs.

OP-35
COMBAT SYSTEMS DIVISION

Mission: To implement the responsibilities of the DCNO (Surface Warfare) concerning policies, planning, implementation and guidance on matters pertaining to surface force combat systems. Included herein are weapon systems; electronic warfare systems; surveillance sensors (excluding acoustic ASW area surveillance systems); navigation, identification and tactical communications systems; and combat direction systems (including the numbered Fleet Commanders' tactical command control systems), operational requirements, training, tactical doctrine, systems acquisition and allocation, priority establishment, and evaluation of work in progress for military worth and readiness.

OP-39
SURFACE WARFARE TRAINING DIVISION

Mission: To fulfill the responsibilities of the DCNO (Surface Warfare) in respect to the training requirements of the surface forces of the Navy and the Naval Reserve; on behalf of the DCNO (Surface Warfare) to supervise, coordinate, analyze, and direct the efforts of training programs related to the warfare areas assigned to the DCNO (Surface Warfare) in order to assure that adequately training personnel are available when and where needed, and to act for and advise the DCNO (Surface Warfare) in matters involving the training and qualifications of personnel of the surface forces.

BLOCK 6: MOBILITY FORCES

OP-04
DEPUTY CHIEF OF NAVAL OPERATIONS (LOGISTICS)

Mission: To plan, determine, and provide for the logistic support needs of the Operating Forces of the Navy, except for those areas elsewhere assigned; and to serve as the principal adviser and executive to the Chief of Naval Operations on the conduct of the logistic affairs of the Department of the Navy.

OP-04D
ASSISTANT FOR PROGRAMS AND BUDGET

Mission: To serve as staff adviser to the Deputy Chief of Naval Operations (Logistics) on programming, and to coordinate PPBS matters under DCNO (Logistics) cognizance and not assigned as the function(s) of another office.

OP-04H
MEDICAL ADVISER

Mission: To function as the principal medical adviser to DCNO (Logistics) on all professional health care matters and to maintain effective liaison between BUMED and other components of OPNAV with respect to professional medical matters.

OP-40

LOGISTIC PLANS DIVISION

Mission: To provide planning on Navy logistic matters, and recommend courses of action on JCS matters concerned with logistics.

OP-44

SHORE FACILITIES PROGRAMMING DIVISION

Mission: To develop programs and budgets for the acquisition, construction, repair, and modernization of real property capital investment resources and civil engineering support equipment of the Department of the Navy as required for support of the fleet and other programs.

BLOCK 7: ASW AND FLEET AIR DEFENSE

OP-095

DIRECTOR OF ANTISUBMARINE WARFARE AND TACTICAL ELECTROMAGNETIC PROGRAMS

Mission: To act for the Chief of Naval Operations in all matters affecting antisubmarine warfare and in all matters affecting designated tactical electromagnetic programs.

BLOCK 8: OTHER MISSIONS – COMMAND

(See Block 1)

BLOCK 8A: SECURITY – COMMUNICATION

OP-094

DIRECTOR, COMMAND SUPPORT PROGRAMS

Mission: To plan, program, direct, and coordinate for the CNO those functions necessary for effective naval command support, including communications, operations security, reconnaissance and surveillance, operational information, cryptology, and environmental services.

OP-094J

SPECIAL ASSISTANT FOR JOINT AND ALLIED MATTERS

Mission: To act as principal advisor and assistant to the Director, Command Support Programs on joint and allied matters.

OP-094P

ASSISTANT FOR PLANS, POLICIES, AND PROGRAMS

Mission: To identify and formulate requirements and long-range objectives; to provide guidance for, supervision of, and coordination of plans and policies; to serve as principal staff advisor to the Director in the formulation and implementation of program, budget and fiscal management matters; and to ensure maximum effectiveness of performance of the activities of Command Support Programs.

OP-094R

STRATEGIC COMMAND AND CONTROL PROGRAM OFFICE (FBMCOM)

Mission: To provide the coordination and emphasis necessary to ensure the timely development of Naval Strategic Submarine Command and Control, and Control Communications and Procedures. Responsibilities shall include acting as the OPNAV primary coordinating office in the following areas, keeping OP-941 informed of all matters of concern.

BLOCK 8B: INTELLIGENCE

OP-009

DIRECTOR OF NAVAL INTELLIGENCE

Mission: To implement the responsibilities of the Chief of Naval Operations with regard to intelligence, counterintelligence, investigative and security matters; to serve as the principal staff adviser to the Secretary of the Navy and the Chief of Naval Operations in related plans, programming, and policy matters; to represent the Department of the Navy on the United States Intelligence Board and with other agencies in intelligence matters; and advise and assist officials of the Department of the Navy in matters of protocol and liaison with foreign officials.

OP-009P

ASSISTANT FOR PROGRAM, BUDGET AND PLANNING

Mission: To act as the principal adviser and assistant to the Director of Naval Intelligence for program and budget matters, including those requirements that derive from the special DOD programs/budget reviews of intelligence.

OP-009J

ASSISTANT FOR PLANS, POLICIES AND JCS MATTERS

Mission: To act as principal adviser and assistant to the Director of Naval Intelligence on plans, policies and JCS matters (less estimates and related substantive intelligence matters).

OP-009M

ASSISTANT FOR INTELLIGENCE MANAGEMENT

Mission: To act as principal adviser and assistant to the Director of Naval Intelligence for policies concerning Navy Intelligence collection, production, dissemination, equipment development, automation, manpower, personnel, training, career development, and reserve matters.

OP-009P

ASSISTANT FOR PROGRAM, BUDGET AND PLANNING

Mission: To act as the principal adviser and assistant to the Director of Naval Intelligence for program and budget matters, including those requirements that derive from the special DOD programs/budget reviews of intelligence.

BLOCK 8C: COMMAND (UNIFIED/SHORE)

OP-09B

**ASSISTANT VICE CHIEF OF NAVAL OPERATIONS/DIRECTOR OF NAVAL
ADMINISTRATION**

Mission: To execute the administrative, management, and organization responsibilities pertaining to organizations assigned to the command of the Chief of Naval Operations; to provide staff assistance to the Chief of Naval Operations; to serve as executive to the Vice Chief of Naval Operations; and to provide administrative support to OPNAV.

OP-09BC

**ASSISTANT FOR CIVILIAN MANPOWER MANAGEMENT/DOMESTIC ACTION
PROGRAM**

Mission: Under the direction of the AVCNO/DNA, reviews and recommends implementation of plans, policies, and programs pertaining to civilian manpower management, coordinating as appropriate with bureaus, offices, and commands under CNO; participates in formulation of policies and practices relating to the domestic action program.

BLOCK 9: PERSONNEL SUPPORT

(From New Organization Statements Obtained from OP 121)

OP-01

DEPUTY CHIEF OF NAVAL OPERATIONS (MANPOWER)

Mission: To implement the responsibilities of the Chief of Naval Operations for planning, programming, controlling, and appraising the Navy's military manpower, and for developing systems for improved planning, requirements determination, and utilization of Navy military and civilian manpower.

OP-01C

**ASSISTANT DEPUTY CHIEF OF NAVAL OPERATIONS (MANPOWER PLANNING
AND PROGRAMMING)**

Mission: To serve as the principal advisor and assistant to the Deputy Chief of Naval Operations (Manpower) for all matters under his cognizance except those concerning human goals and the religious ministry.

OP-01CC

ASSISTANT FOR JCS MANPOWER MATTERS/PERSONNEL EXCHANGE PROGRAM

Mission: To coordinate handling of Joint Chiefs of Staff (JCS) and Joint Staff papers in order to establish a Navy position for the Chief of Naval Operations on joint policy matters involving and affecting Navy military manpower. To coordinate the Personnel Exchange Program.

OP-01CE

PROFESSIONAL MANPOWER MANAGEMENT UNIT

Mission: To design and implement an effective management system for officer manpower where specialized skills and/or knowledge are a significant requirement and to provide guidance, coordination, and liaison to the personnel and training organizations which must participate to achieve an effective implementation of the system. To evaluate, conduct, and/or design studies pertinent to the subspecialty system.

OP-10

MANPOWER PLANNING AND PROGRAMMING DIVISION

Mission: To plan, develop, promulgate, and direct the implementation of policies and programs relating to the determination of quantitative and qualitative military manpower requirements of the Navy, under both peacetime and mobilization conditions. Maintains administrative control of all functions pertaining to the programming, control, and management of manpower resources.

OP-12

REQUIREMENTS DETERMINATION/FIELD LIAISON DIVISION

Mission: To control all functions pertaining to the determination of manpower requirements.

BLOCK 10: RESEARCH AND DEVELOPMENT

OP-098

DIRECTOR, RESEARCH, DEVELOPMENT, TEST AND EVALUATION

Mission: To implement the responsibilities of the Chief of Naval Operations and to assist the Assistant Secretary of the Navy (Research and Development) with respect to coordination, integration, and direction of the Navy Research, Development, Test and Evaluation (RDT&E) Program.

OP-980

R&D PROGRAMMING DIVISION

Mission: To implement the programming and budgetary responsibilities of the Director, RDT&E with respect to RDT&E programs.

OP-987
PLANS DIVISION

Mission: To develop plans for the Navy RDT&E Program that are in consonance with the long- and mid-range operational planning documents in order to assure continuing significant improvement in the effectiveness of naval systems, and to provide a broad continuing overview of all phases of RDT&E conducted by the Department of the Navy.

OP-098B
DEPUTY DIRECTOR, RESEARCH, DEVELOPMENT, TEST AND EVALUATION

Mission: To act as the executive and principal adviser and assistant to the Director, RDT&E. To implement the planning responsibilities of the Director, RDT&E, assuring the conduct of RDT&E in a timely, properly directed overall program to provide the future operational capabilities required by the Navy. To direct the RDT&E Planning Group.

BLOCK 11: TRAINING SUPPORT/INDIVIDUAL TRAINING

OP-099
DIRECTOR, NAVAL EDUCATION AND TRAINING

Mission: To exercise for the Chief of Naval Operations, policy, direction control, administration, and management of the education and training of naval personnel; to establish education and training requirements, plans, programs, priorities, organization, procedures, and standards; to execute the Navy's responsibilities for the Overseas Dependents Schools Program; to monitor the quality of education and training; and to provide budgetary support for the Naval Training Command and for Navy educational activities and programs.

OP-099B1
ASSISTANT FOR POLICY

Mission: To serve as principal and senior civilian assistant and advisor to the Director and Deputy Director, Naval Education and Training in matters of policy, organization, and procedures. Under the military direction of these officers, to be responsible for the establishment of policy and for the integration and coordination of policies regarding planning and programming for immediate and long-range education and training programs of the U.S. Navy.

OP-992
RESOURCES CONTROL DIVISION

Mission: To initiate and direct for the Director, Naval Education and Training, actions to plan, program, budget, and allocate financial, manpower, and other resources to meet education and training.

BLOCK 12: MISCELLANEOUS COST

The DONPIC - Department of the Navy Program Information Center is listed as a Staff Office of the Department of the Navy. The operation of the DONPIC is the functional

responsibility of CNO OP-090, under the Program Planning Office (OP-90), and organizationally located in OP-902. The mission statement for OP-902 will be provided as part of the System Reference entry package for CNO OP-090.

MISSION STATEMENT FOR OTHER CNO STAFF AND LINE OFFICES NOT DESIGNATED AS MISSION SPONSORS:

OP-007

CHIEF OF INFORMATION

Mission: To advise the Secretary of the Navy and the Chief of Naval Operations on policies and methods relative to public affairs aspects of operations and activities; to coordinate Marine Corps public information matters with the Office of Information; to keep the public informed on the activities of the Navy as an instrument of national security; and to disseminate to naval personnel appropriate information on policies and programs of the Navy Department.

OP-008

NAVAL INSPECTOR GENERAL

Mission: To inspect, investigate, or inquire into any and all matters of importance to the Department of the Navy, with particular emphasis on readiness, including but not limited to: effectiveness, efficiency, and economy; safety, personnel requirements, morale, welfare, and discipline; command relationships and organizational structure; management practices, including naval program development control; and to serve as the principal adviser to the Secretary of the Navy and the Chief of Naval Operations on Department of the Navy inspection matters.

OP-09C

SPECIAL ASSISTANT TO CNO/VCNO FOR DECISION COORDINATION

Mission: To coordinate decision inputs to the CNO/VCNO and to record, disseminate, and assure implementation of CNO and VCNO decision; and to assure that all information relevant to a decision is presented to the CNO and that his subsequent decisions are enforced.

OP-09M

MARINE CORPS LIAISON OFFICER

Mission: To be principal staff adviser to the Chief and Vice Chief of Naval Operations on Marine Corps matters; to maintain liaison for those officials with the Commandant of the Marine Corps; to maintain direct contact with those OPNAV offices dealing with amphibious warfare matters which are of common concern to the Navy and Marine Corps, and in execution of this function, to act as the direct representative of the Vice Chief of Naval Operations.

OP-09R

DIRECTOR OF NAVAL RESERVE

Mission: To exercise for the Chief of Naval Operations, policy, direction, control, administration, and management of the Naval Reserve; to establish plans, programs, priorities, organizations, procedures, and standards for the Naval Reserve; to monitor the status of

mobilization readiness of Naval Reserve units and personnel, and to provide budgetary support for the Naval Reserve Command and for Naval Reserve activities and programs.

OP-02

DEPUTY CHIEF OF NAVAL OPERATIONS (SUBMARINE WARFARE)

Mission: To implement the responsibilities of the Chief of Naval Operations with respect to the determination of force levels of strategic and attack submarine and deep submergence systems; to act as his principal advisor on all submarine and deep submergence matters; to fulfill his responsibilities in respect to readiness, training, and preparation for war; and to act as his representative in submarine matters involving relationships with other governmental agencies. With respect to strategic, deep submergency, and attack submarine systems, to implement the responsibilities of the Chief of Naval Operations as follows:

OP-21

STRATEGIC SUBMARINE DIVISION AND TRIDENT PROGRAM COORDINATOR

Mission: To fulfill the responsibilities of the DCNO (Submarine Warfare) in respect to readiness and training of the strategic submarine forces of the Navy; to exercise under the DCNO (Submarine Warfare) centralized direction of current and future strategic submarine force planning, programming, and appraisal; to monitor and guide development of procedures for the employment of strategic submarines and their support ships and facilities; to act as the principal advisor on operations and readiness matters pertaining to these forces; and as TRIDENT Program Coordinator to act under the authority of and be responsible to the Chief of Naval Operations for overall direction of the TRIDENT program including the planning and development of advanced strategic missile submarine systems, the formulation of operational requirements, and the appraisal for military effectiveness of the concepts developed in the program.

OP-22

ATTACK SUBMARINE DIVISION

Mission: To fulfill the responsibilities of the DCNO (Submarine Warfare) with respect to operations, readiness, tactical development and preparation for war of the attack submarine forces of the Navy and their support ships; to fulfill the responsibilities of the DCNO (Submarine Warfare) as platform sponsor for attack submarines; to exercise under the DCNO (Submarine Warfare) centralized direction of current and future attack submarine force requirements, planning, programming and appraisal. To implement the responsibilities of the DCNO (Submarine Warfare) for development of advanced systems and equipment in support of present and future shipbuilding programs and deep submergence programs, for maintenance of high standards of material readiness within the submarine operating forces, for fulfillment of all aspects of the submarine and submarine support facilities, and for maintenance of high standards of performance from submarine and deep submergency support activities; and to act as the primary budget and fiscal monitor for submarine, deep submergency, submarine and deep submergency support, and related programs. Represents and is responsible to the Director, Ship Acquisition and Improvement, for those matters relating to submarine acquisition, modernization and alteration which come within the purview of that major staff office.

OP-23

DEEP SUBMERGENCY SYSTEMS DIVISION AND DEEP SUBMERGENCY SYSTEMS
PROGRAM COORDINATOR

Mission: To exercise under the DCNO (Submarine Warfare) for the Chief of Naval Operations centralized directive authority over all deep submergency systems planning, programming, and appraisal in order to assure an integrated and effective deep submergency systems effort. As Deep Submergency Systems Program Coordinator under DCNO (Submarine Warfare), to implement the responsibility of the Chief of Naval Operations in all deep submergence systems matters pertaining to the determination of requirements, including development, the selection of work to be performed by the Chief of Naval Material, and the appraisal of work in progress for military worth and readiness; to act for the Chief of Naval Operations in all matters affecting deep submergence systems and to direct and coordinate special deep submergence associated projects assigned. In this organization the term, "Deep Submergence Systems," is defined to include manned untethered non-combatant deep submersibles, manned tethered non-combatant deep submersibles, air and mixed gas diving systems, unmanned search instrument platforms, unmanned recovery platforms, non-combatant deep submergence submarines such as NR-1 and DOLPHIN, and related support ships.

TABLE A-1. RELATIONSHIPS OF FORCE/FUNCTION SPONSORS TO MISSION SPONSORS REFLECTED IN PROGRAM ELEMENT ASSIGNMENT*

Force/Function Sponsor	Mission Sponsor	Force/Function Sponsor	Mission Sponsor
OP-01	OP-090 OP-01	OP-96	OP-098
OP-02	OP-03 OP-04 OP-05 OP-06 OP-095	OP-094	OP-03 OP-04 OP-05 OP-06 OP-090 OP-094 OP-095
OP-03	OP-03 OP-04 OP-05 OP-06 OP-095	OP-095	OP-095
OP-04	OP-03 OP-04 OP-090 OP-094 OP-095	OP-098	OP-03 OP-05 OP-06 OP-094 OP-095 OP-098
OP-05	OP-03 OP-04 OP-05 OP-06 OP-095 OP-099		
OP-06	OP-06 OP-090		
OP-009	OP-090 OP-01		
OP-09B	OP-090		
OP-91	OP-090 OP-099		

*Refer to page 46.

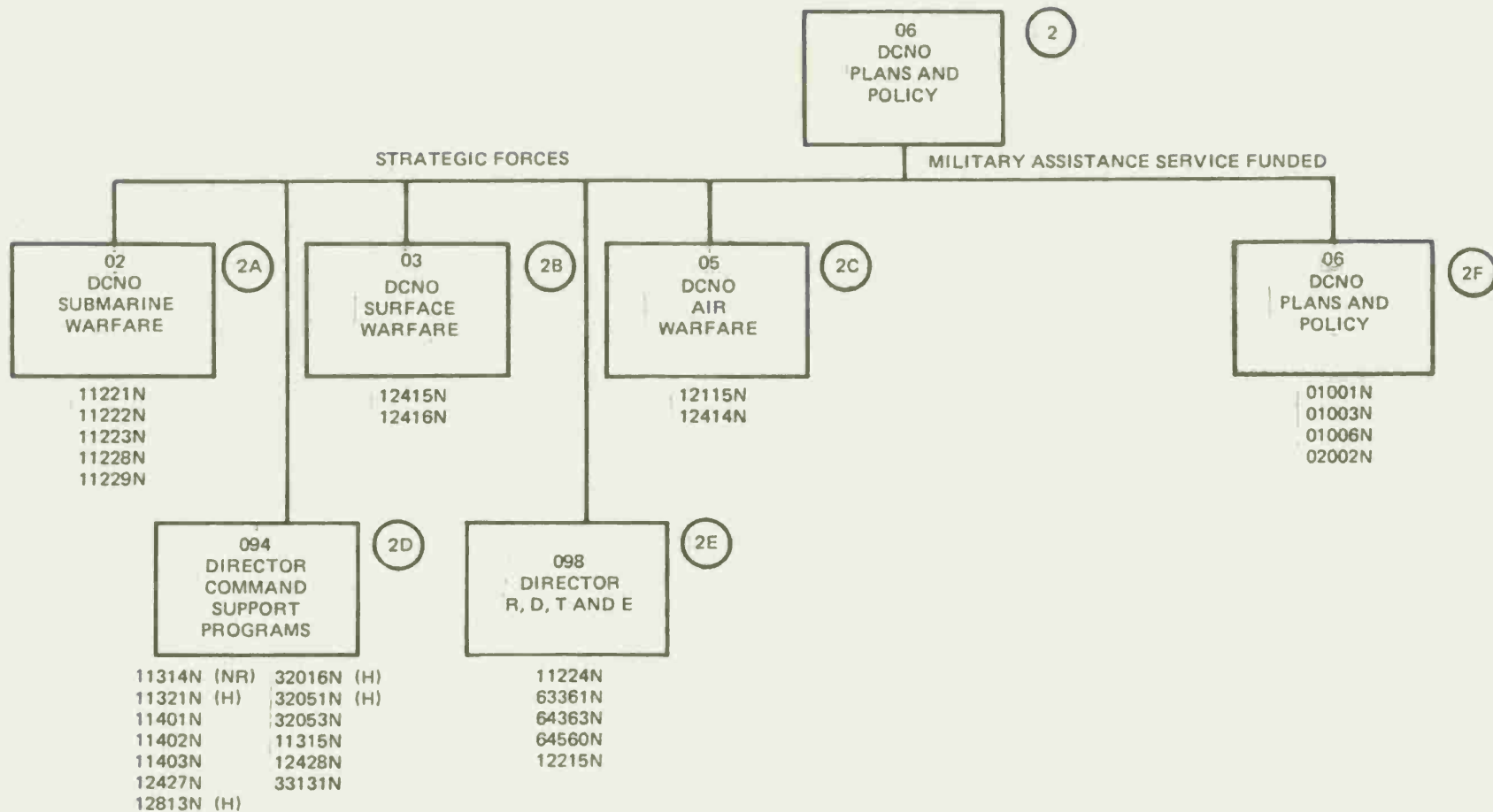


Figure A-1. Block 2 – Relationship of mission sponsor to force/function sponsors by program element assignment.

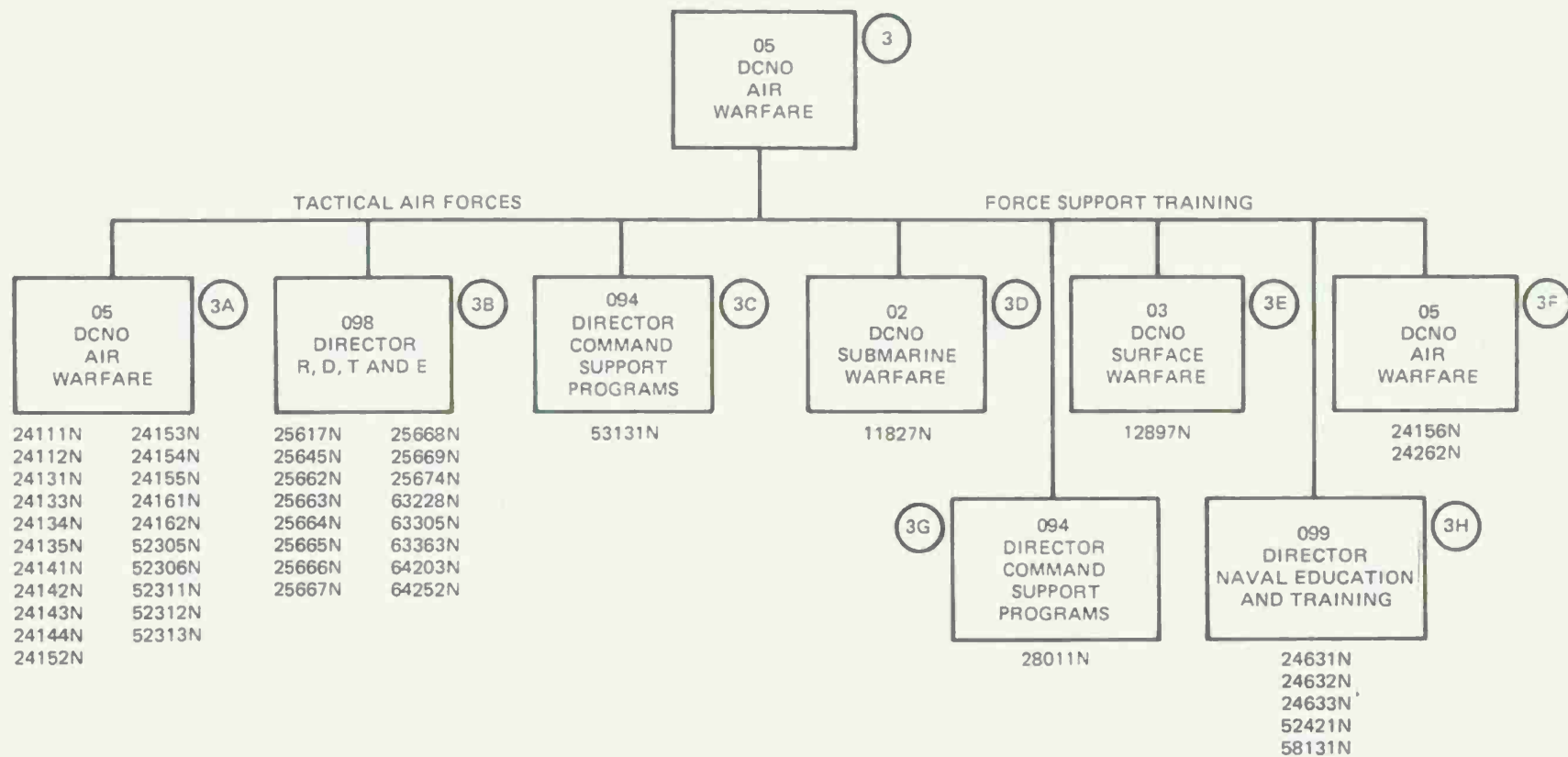


Figure A-2. Block 3 – Relationship of mission sponsor to force/function sponsors by program element assignment.

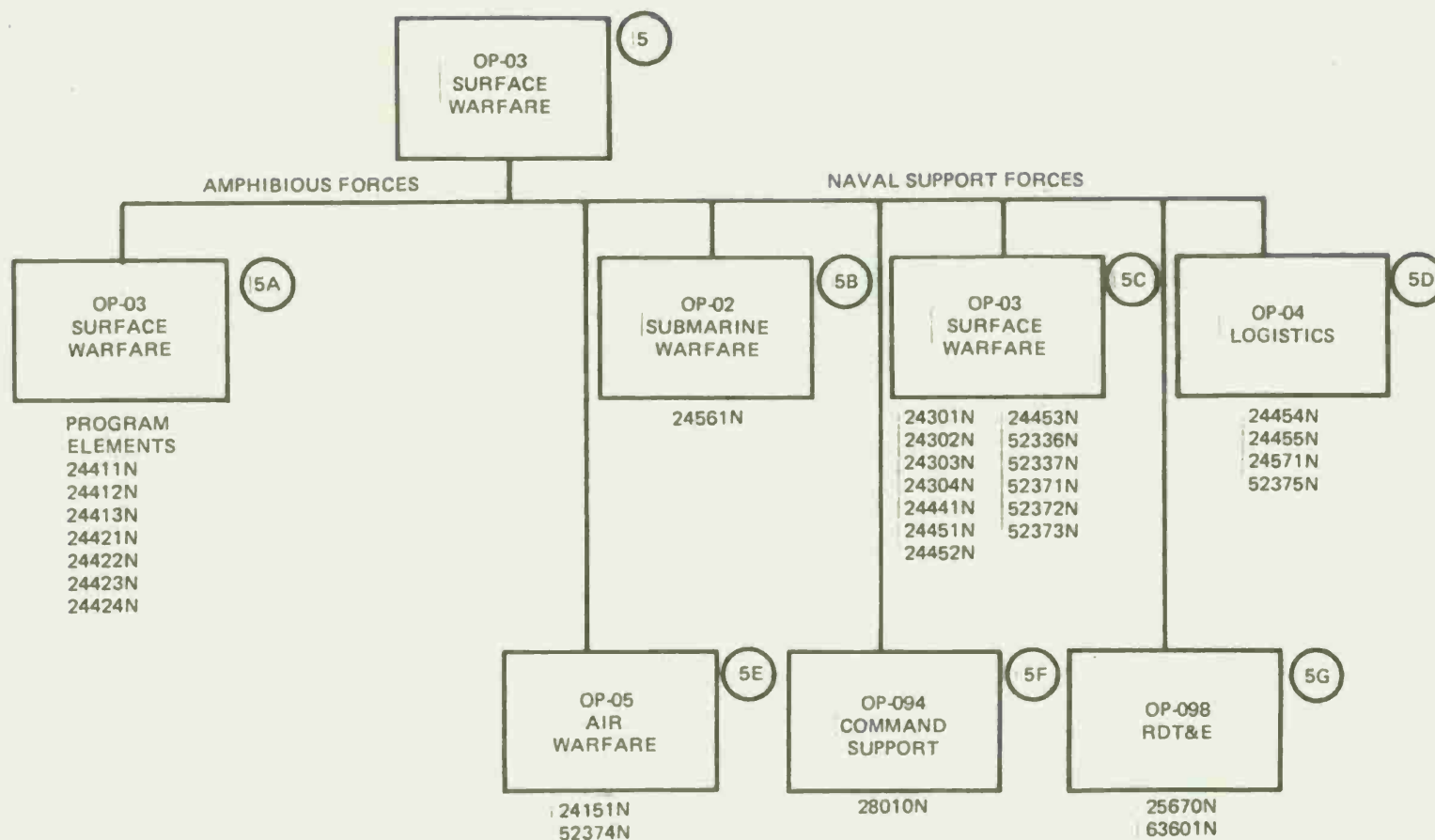


Figure A-3. Block 5 – Relationship of mission sponsor to force/function sponsors by program element assignment.

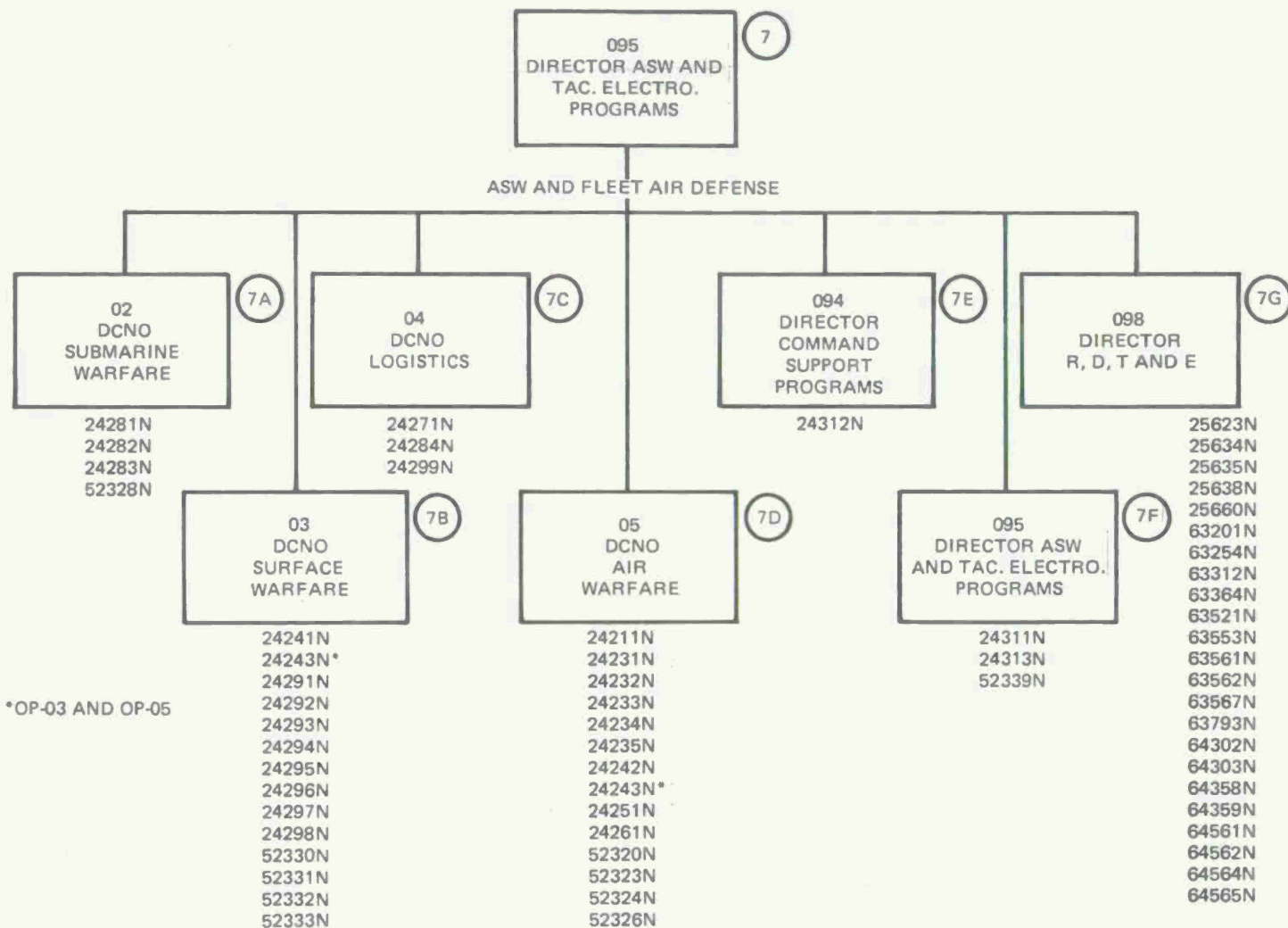


Figure A-4. Block 7 – Relationship of mission sponsor to force/function sponsors by program element assignment.

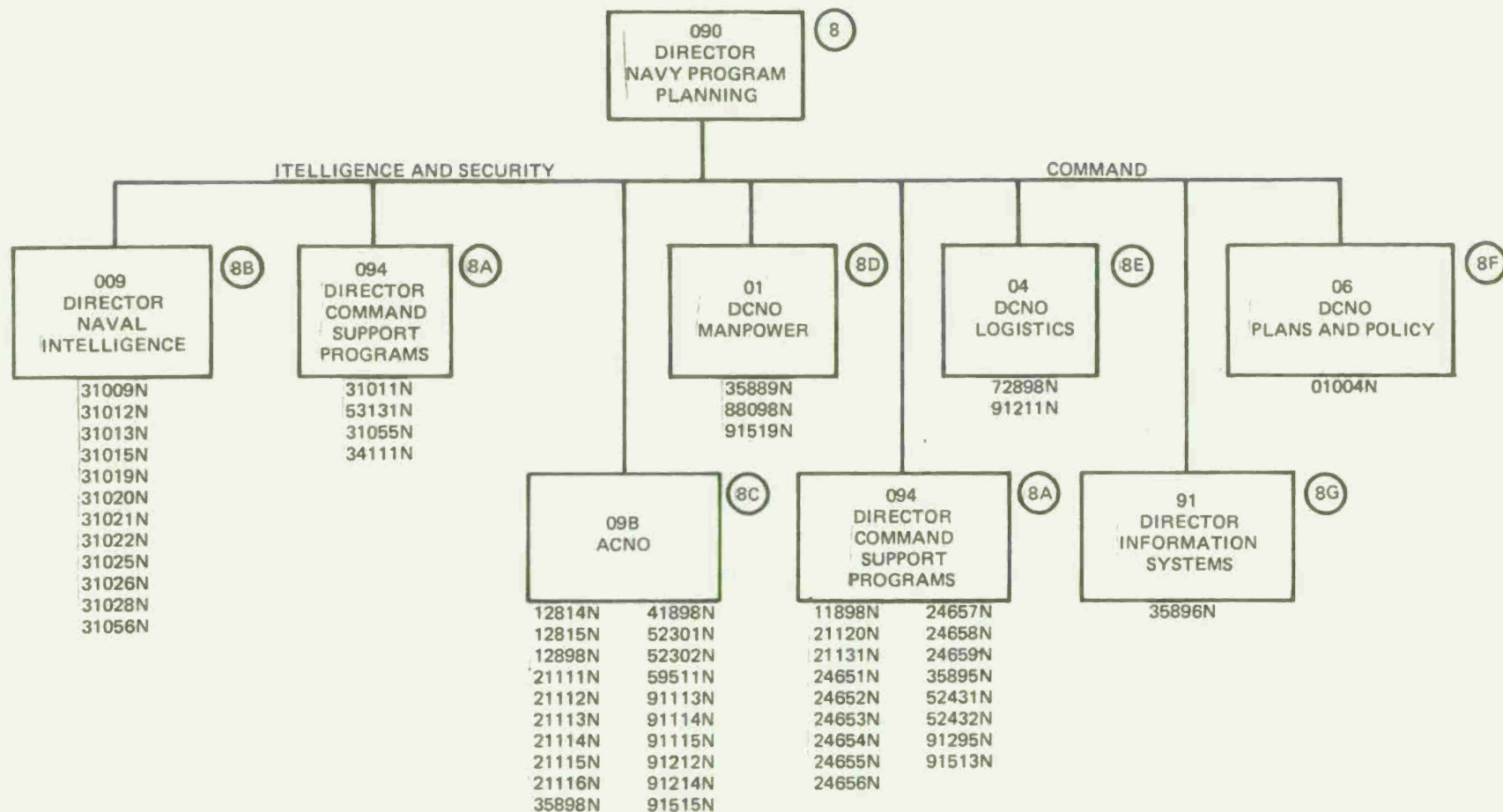


Figure A-5. Block 8 — Relationship of mission sponsor to force/function sponsors by program element assignment.

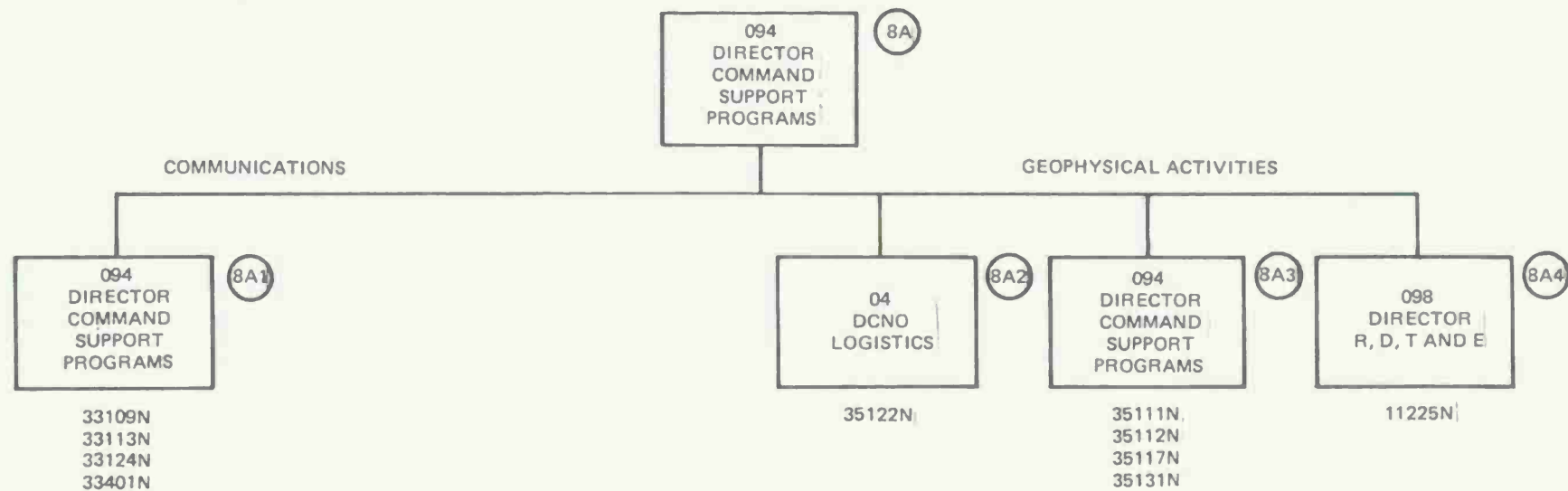


Figure A-6. Block 8A – Relationship of mission sponsor to force/function sponsors by program element assignment.

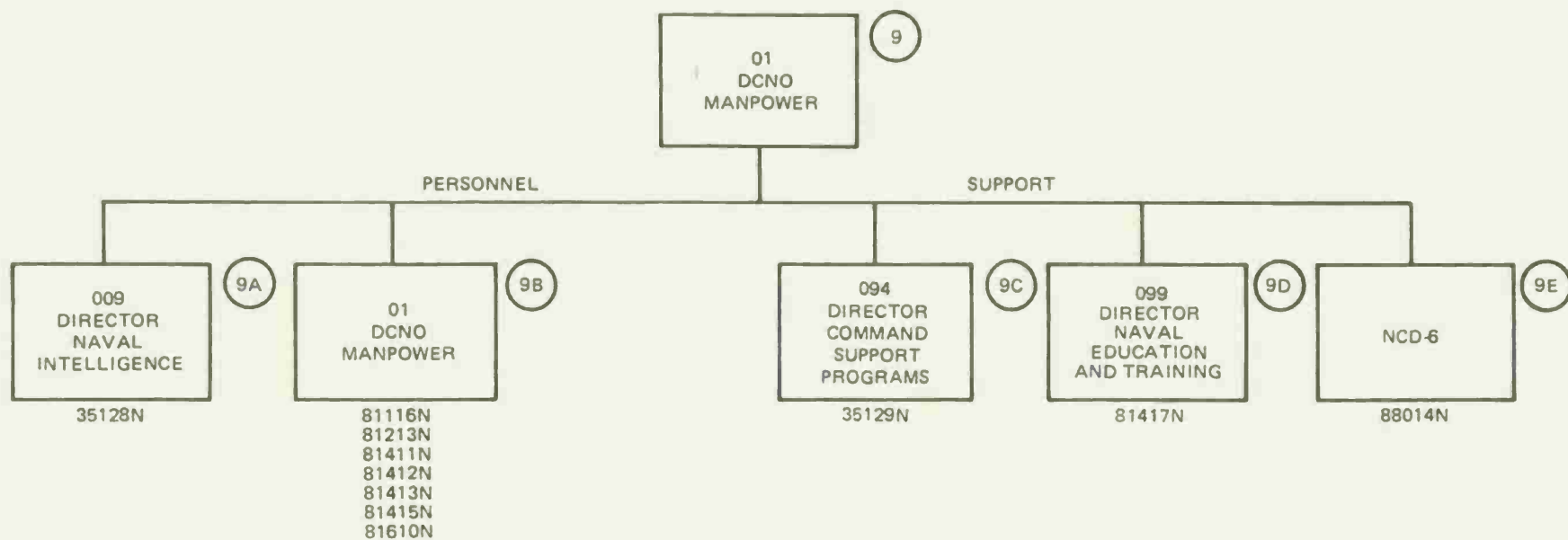


Figure A-7. Block 9 – Relationship of mission sponsor to force/function sponsors by program element assignment.

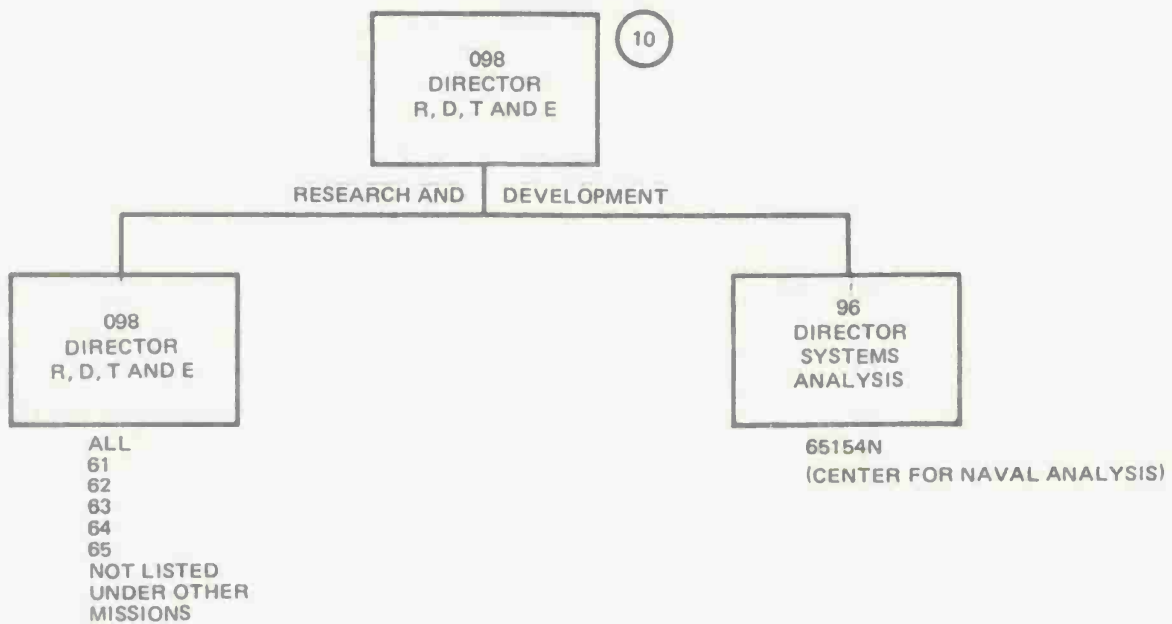


Figure A-8. Block 10 – Relationship of mission sponsor to force/function by program element assignment.

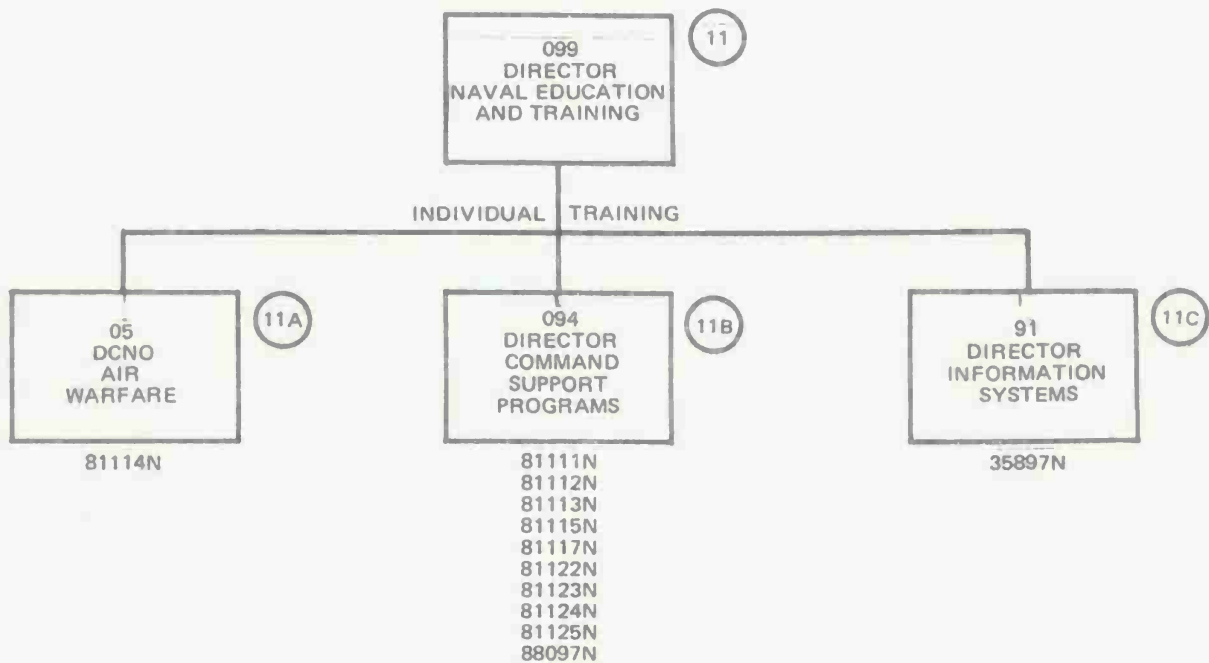
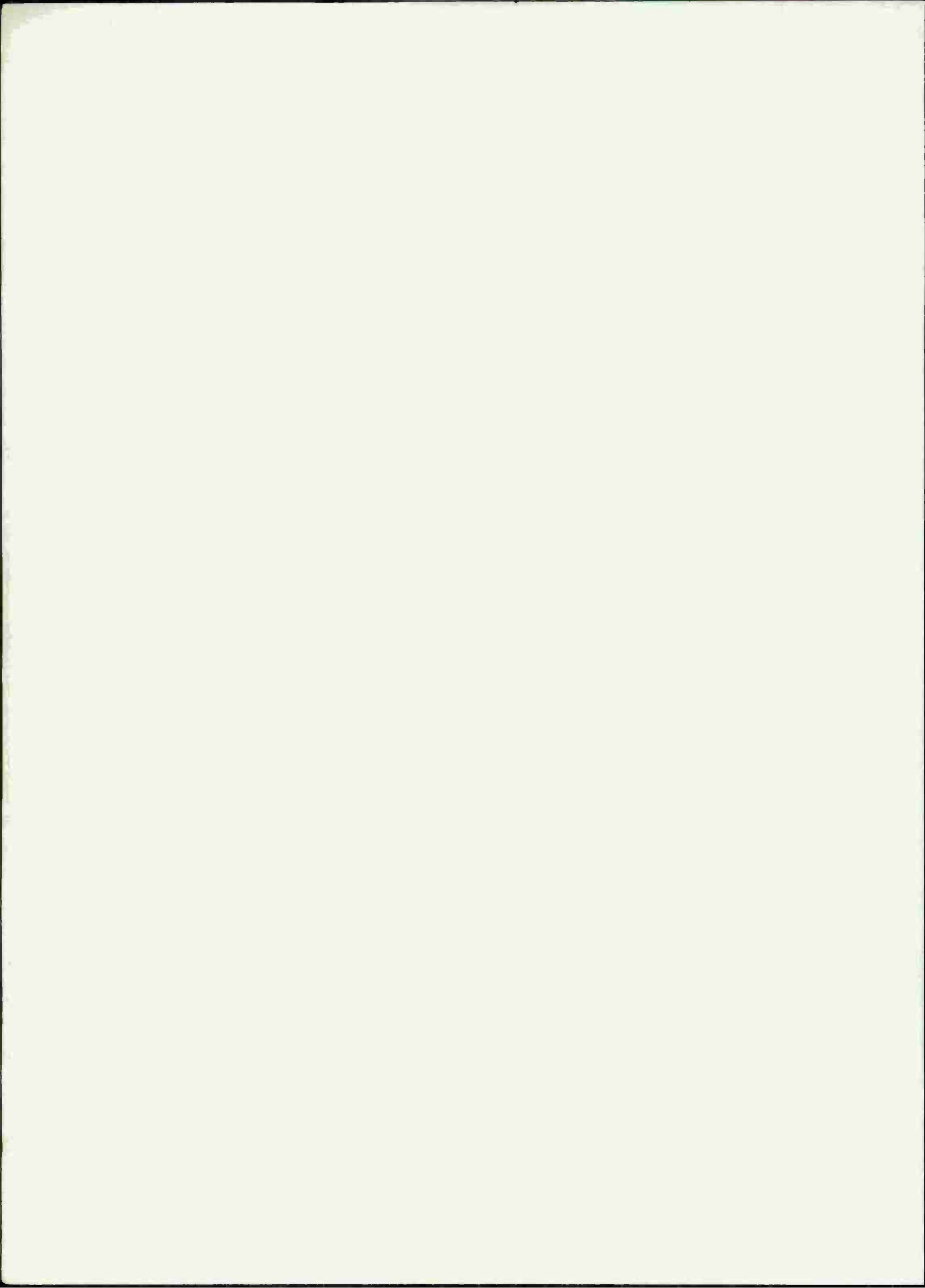


Figure A-9. Block 11 – Relationship of mission sponsor to force/function sponsors by program element assignment.



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